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FEDERAL ROLE IN PROMOTING AND USING SPECIAL ALTERNATIVE INCARCERATION

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BEFORE THE

SUBCOMMITTEE ON OVERSIGHT OF GOVERNMENT MANAGEMENT

OF THE

COMMITTEE ON GOVERNMENTAL AFFAIRS
UNITED STATES SENATE

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FEDERAL ROLE IN PROMOTING AND USING SPECIAL ALTERNATIVE INCARCERATION

MONDAY, JANUARY 29, 1990

U.S. SENATE,
SUBCOMMITTEE ON OVERSIGHT
OF GOVERNMENT MANAGEMENT,
COMMITTEE ON GOVERNMENTAL AFFAIRS,
Lansing, MI.

The Subcommittee met, pursuant to notice, at 9:40 a.m., in the first floor conference room, Roosevelt Building, 222 Seymour Street, Lansing, Michigan, Hon. Carl Levin, Chairman of the Subcommittee, presiding.

Present: Senator Levin.

OPENING STATEMENT OF SENATOR LEVIN

Senator LEVIN. Good morning, ladies and gentlemen, and welcome to our Subcommittee hearing.

Jack Mitchell and Barbara Strack of my Subcommittee staff are with us this morning.

The Subcommittee on Oversight of Government Management is in Lansing, today, to look at Michigan's boot camp program and to learn whether the Federal Government should play a bigger role in promoting boot camps nationwide.

Over the past 10 years, the Subcommittee has investigated and reviewed a wide spectrum of Federal programs, from Social Security disability to Federal meat and poultry inspection to defense procurement.

Today's hearing is the first of two hearings on overseeing the Federal Government's role in the boot camp program. The Subcommittee will have a second hearing, looking at data from other States across the country, in Washington on February 28. At that time we will also hear from the Federal Bureau of Prisons and the National Institute of Justice.

While we witness the thaw of the Cold War internationally, we are in the middle of the hottest war we have ever had on our domestic front—the war against drugs and the crime and the social havoc they create. It is a war we cannot afford to lose. Our children, our future, our way of life is at stake.

One of the drug epidemic's consequences has been a dramatic increase in the number of people in prison. These statistics are staggering. In less than 10 years, the Federal inmate population has almost doubled, and the State of Michigan has similar statistics.

Yet it is clear to me and to many who have studied the issue that too often prisons become graduate schools of crime for young offenders. Young offenders too often learn how to be even more antisocial and violent in the prison system. We must break that cycle, and we are going to hear from some folks today who feel that there is a way that we can do just that.

Today we will be looking at boot camps. Boot camps, or Special Alternative Incarceration programs, as they are referred to in Michigan, are fairly new. The first one was established in 1983 in Georgia. Since that time, they have been put in place in 11 States. Michigan has one such camp, Camp Sauble, located in Freesoil, about a 2-hour drive north of Grand Rapids, and is planning to build another one in the Upper Peninsula.

Boot camps are tough—they are really tough. They provide rigorous discipline, hard work, physical labor, and a military-type atmosphere that leaves no room for street-smart talk or action. They are short-term, intensive, shock incarceration programs that are designed to strip away an offender's contempt for the rules of society and build back self-respect and self-discipline.

They are designed for young adult offenders who have never been imprisoned before and provide for a 3- to 6-month confinement period.

Currently the Federal Bureau of Prisons has no boot camp program. This is, in part, because the average age of the Federal prisoner is about 37, and the majority of Federal prisoners have a multiple felony record, including previous incarceration. But a small portion of Federal prisoners may benefit from a boot camp, and it may be useful to assess whether boot camps at the Federal level should be established or whether appropriate Federal prisoners should be sent out to State-run facilities.

We are also looking at whether the Federal Government is doing enough to support the boot camp concept at the State level. For example, there are already many surplus military facilities, and there will be more. One of the uses for those surplus facilities could be additional boot camp facilities if the State and local communities want them.

Today we are here to learn about the Michigan experience with boot camps. Our Subcommittee staff has visited Camp Sauble and talked with a number of current and former prisoners, as well as corrections and probation officers. The story we have heard about the Michigan camp is largely a positive one, and I look forward to discussing the program further with today's witnesses.

We have four panels scheduled to testify today. The first panel will be key Michigan State legislators who have been involved in starting and monitoring the Michigan program.

Michigan Department of Corrections officials will testify on the second panel, including the head of the Special Alternative Incarceration Program and the on-site supervisor at Camp Sauble.

The third panel is made up of three probationers who graduated from Camp Sauble and who will tell us about their experience there and what it did for them.

The last panel will consist of Dalton Roberson, the Chief Recorder's Court Judge for Detroit, and the Deputy Director of Probation for Wayne County, who will tell us about the importance of the Camp Sauble program from the sentencing perspective.

The first panel, as I have indicated, is made up of distinguished legislators. I don't believe that Representative Clack is here, so we will start with Senator Jack Welborn of Kalamazoo.

Senator Welborn is Chairman of the Senate Committee on Criminal Justice and Urban Affairs. He authored the legislation establishing Special Alternative Incarceration in Michigan, and he was one of the driving forces in introducing the boot camp concept to Michigan's correctional system.

Senator Welborn, let me thank you for coming. I know you are frequently at this end of the table instead of that end of the table, and we are particularly glad to welcome you here today.

TESTIMONY OF HON. JACK WELBORN, MICHIGAN STATE SENATOR [1]

Senator **Welborn**. Thank you, Senator.

I very much appreciate the opportunity of testifying before this Committee.

It is with great pleasure that I testify today in support of legislation to create a Federal boot camp program. It is my understanding that there is a Senate bill that is now pending. I had previously testified in support of House bill in Washington before a House committee.

The other alternative I think the Feds should look at—and you mentioned the point—is that there are limited numbers of Federal incarcerees who are of the minimum age that we are looking at, the young age, and that would be a possibility for the Feds adopting a financing incentive program for State or local initiatives in which you might, rather than going to your own, as an alternative perhaps look at the possibility of contracting with the State of Michigan or other States that have boot camp or local government that have boot camp programs to place some of your prisoners into those types of facilities.

On September 14, 1989, I testified before the U.S. House Subcommittee on the Judiciary in support of House Resolution 2985, introduced in the U.S. House of Representatives by Representative Charles E. Schumer of New York. The transcript of my testimony before the U.S. House Subcommittee is available from the record of the hearing dated September 14, 1989, Serial No. 27, pages 62 through 73. I believe you have that in your possession, Senator.

In my testimony before the congressional committee, I strongly supported the legislation with the intent to create a Federal boot camp program. I strongly urge this Committee to move forward with a Federal boot camp program. I believe the Michigan experience has proven that the boot camp is effective, cost saving, reduces prison overcrowding, but most important, offers the best opportunity of turning young offenders away from a life of crime and into a life of honest productivity.

The Michigan experience has shown that a cost of operating a boot camp is $6,665 annually per person compared to the new figure of $22,500 annually for all other Michigan prisoners. I have that in a series of exhibits, and that is Exhibit A, showing the cost brought right up-to-date. This is a cost savings ratio of 3.4 to 1. Our 120 beds for our 90-day program have housed 480 prisoners who would otherwise be incarcerated in our already overcrowded prison system. That is shown in Exhibit B, the overcrowding that we have in Michigan and the overview of it.

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[1] See p. 87 for Senator Welborn's prepared statement.

To emphasize this point, those young offenders who have dropped out of the boot camp program were imposed an average prison sentence in 1989 by judges throughout Michigan of 2.6 years.

On the many times I have toured Camp Sauble, the Michigan boot camp, and on the hundreds of occasions that I have received communications from young offenders and their parents, and for that matter even the judges and the probation people, I have been impressed by the fact that the majority of the young offenders are thankful for the opportunity to have a new chance to straighten out their lives. It is my feeling that in communicating with these offenders and their families that the majority of them are sincere and want to make the change.

Although our experience is still comparatively new, and we have not seen the long-range impact of the reduction of recidivism, the preliminary figures are extremely favorable. Last March, the Department reviewed those who had completed the full 90-day boot camp program and found that less than 10 percent at that time had been arrested or convicted for another crime. So the recidivism rate is excellent in the preliminary look.

The program ranks as one of the best alternatives to incarceration that is available in Michigan to the young offender. In Michigan, even though the program was initiated through the legislative process over the objections of the administration and the Department of Corrections, it is now one that has proven to be an effective alternative to prison.

Since its implementation, the administration and the Department of Corrections have completely changed their assessment of the boot camp and are now planning more boot camps for Michigan. In fact, legislation in the current appropriations act has authorized 2 additional boot camp facilities—that is in Exhibit C. A third boot camp alternative is also being discussed as a partnership between the County of Kalamazoo and the Department of Corrections as a co-op program.

I would like to digress for a moment here, Senator. In testifying before the House Committee, it was also my observation that the Federal Bureau of Prisons also had a lot of questions or were somewhat negative toward creation of a Federal boot camp, which is I think similar to what we had in Michigan and it came through the legislative process. But I think if you could get the Federal people, Quinlan and others, the director, to go and visit the boot camp facilities throughout the United States—and we would welcome them, obviously, to Michigan to look at ours—I think that they would have their minds changed. I think that is what it takes. It is something that you have to see working. It can't be just developed from paper; it cannot be just developed from theory. It has to be something that the individuals see.

Michigan has embarked on an extensive and expensive construction program to house the increased prison population, which is shown on Exhibit D. This was necessary because of the increase in Michigan's sentences brought about by the drug war and other serious crimes. A large portion of this increase has also come about because of the overcrowding of our county jail system, which has brought forward a large increase in short-term sentencing. Michigan's incarceration of State prisoners since 1985 has also been higher than both the U.S. average and also the Midwest average of incarceration.

A recognition of the increased population and escalating costs has brought the legislature and the State of Michigan to the realization that we cannot construct our way out of the crime problem by me rely putting up additional prisons. We must seek out alternative programs. While greatly expanding our prison construction, we have also embarked on correction alternatives. The boot camp was one of them. Legislation creating a community corrections board to seek out alternatives has been another. We are continuing at this date to seek out other alternatives.

In addition, I, along with Representative Teola Hunter and Governor Blanchard, recently signed a Memo of Understanding for the creation of a new Department of Children and Family Services, which will allow us to move forward with an emphasis on prevention.

We believe that to deal with the crime problem, we must move forward simultaneously in the areas of construction, alternatives and prevention. This has been our goal. You will recognize Michigan's problem when you review the projections of the Department of Corrections for population versus rated capacity of the prisons that is in the exhibits. As taxpayers, we recognize that we must seek out alternatives when we look at the increased costs of housing prisoners.

Again, we initiated the boot camp program because it does provide an alternative to incarceration. It was not intended to be a Sunday school camp. It was not intended to be a slight slap on the wrist for people committing misdemeanors. It was intended to be an alternative for young offenders who would otherwise be incarcerated in the Michigan prison system for committing a felony—some very serious felonies. In the exhibits, I have a list of the felonies that have been committed, so you can review the ones of people who have been placed in our boot camp program.

It does save taxpayer dollars. More importantly, the boot camp has proven to be a program which provides the young offender with the opportunity of straightening out his life, learning for the first time in many cases what hard physical labor is, learning for the first time to respect and follow orders, and for many, the first opportunity to learn that someone does care about them and for them.

I believe that the boot camp program is very effective, and I urge Congress to adopt Federal legislation similar to ours or to consider a cooperative venture between the Federal Government and State and local governments to provide funding assistance for this type of alternative program.

Thank you for the opportunity of speaking before this Subcommittee. I am enclosing for your information a Senate Fiscal Agency issue paper that gives a broader overview of the Michigan prison system, copies of the original Michigan legislation, amendments to the original law, and selected articles that I have personally written outlining the boot camp program and my support for the program.

Again, Senator, I thank you for the opportunity of testifying. I would be happy to respond to any questions. I have attempted, in putting my remarks together, to coordinate them with those that are being made by the Department, and I also understand that there will be some graduates from our boot camp program who will be testifying, and I have not tried to get into the areas that they will be dealing with.

I'll be happy to respond to any questions you have.

Senator LEVIN. Senator Welborn, thank you first of all for the initiative you have taken in this area, for your very helpful testimony and exhibits. The material which you have provided to us is very useful.

I have just a few questions. In your testimony you indicated the current appropriations act has authorized two additional boot camp facilities. Does that mean that this is law or is it still in the legislative arena?

Senator WELBORN. No; it is law. It is in the appropriations act, and it is in the process of being put together right now. It is in the hands of the Department now to move forward.

Senator LEVIN. So the funding is there, and it has been signed by the Governor.

Senator WELBORN. Yes. I should add to that point, the one that we talked about in Kalamazoo as a possibility is a co-op program that we are trying to put together in cooperation with local government, and we are looking at expanding—and the Department will comment on that, also—we are looking at expanding not just for males, but also attempting to put together a female facility. That is definitely one of those that is in the discussion stage.

Senator LEVIN. Because of the short-term nature of this program, 90 days in many cases, some people criticize it as being too light a penalty for some of these men. What is your response to that criticism?

Senator WELBORN. I think that 90 days of quality time, with very strict discipline and very strict control, is probably equivalent of 2 years in our regular prison system, where it is quite lax. So I think that type of criticism is not necessary.

We have run into some problems, however, because we have had somebody who has had a medical problem and had to be released or had to be confined separately from the work program, so we have extended the law now to go to 120 days.

One of the most important aspects, however, I believe, of the boot camp program is one that we did not have up and running when we started it that needs to be there and needs to be in place, and that is the followup, the aftercare. We need to have that very tough probation service afterwards. That is extremely important. We did not have it to begin with, and we lost some people, in fact, because of that. We lost some people who flunked out because they did not have the tough and strict probation followup. So that aftercare is extremely important.

Senator LEVIN. You say that that criticism is not necessary. Would you say that you just flat out disagree with the criticism that this is too light a sentence?

Senator WELBORN. I disagree with it. I disagree with that criticism of it. For the people who are being sentenced there, with a very strict program and proper aftercare, and now we have expanded it so we can go up to 120 days if necessary to get some latitude, I think it is a very effective program.

Senator LEVIN. Would you agree that at least in many cases, 90 days to 180 days in boot camp has a better chance of changing the behavior of somebody, breaking a pattern of behavior, than years in prison might do?

Senator WELBORN. Yes. From my experience as chairman of the committee, and going in and actually talking with prisoners at all levels and all terms, it is my opinion that the very intensive, very strict discipline program, very strictly controlled program, has got a better chance of turning that young offender around than a long term in some cases, according to the sentences. Boot camp is not for everybody. It is for those that the judge determines have got the opportunity of turning around. It is definitely not for everyone. But it is very effective in that respect.

Senator LEVIN. You made brief reference to this in your testimony, but let me get more specific. Was the program at first supported by the professional corrections community?

Senator WELBORN. No—I mean, for the most part, no.

Senator LEVIN. Yes, in general. I'm sure there were some. But as a general matter you'd say there was some resistance?

Senator WELBORN. Right.

Senator LEVIN. How about other State legislators—did this quickly take a lot of support, or was there a lot of opposition?

Senator WELBORN. Obviously, there was majority support because we were able to move the legislation through in an appropriation bill.

Senator LEVIN. Did it take a long time to get this done?

Senator WELBORN. No. In 6 or 7 months I think we were moving pretty well.

Senator LEVIN. And how about the public?

Senator WELBORN. The public loves it. The public loves it because they would rather see the young offender placed someplace where they are going to have to follow strict discipline and have to work, rather than going into our regular prison system.

Public acceptance of this program has probably been one of the very positive parts of it. We had some problem originally getting some of the judicial people to understand and to give support for it, but when they learned exactly what the program was, that it wasn't, as I said in my testimony, a Sunday school camp, but a strict discipline, hard work program, we have had outstanding support from the judiciary in placing people.

Senator LEVIN. That has been my experience as I travel the State, that the law enforcement community supports this program very strongly. They see this as an alternative to what has not worked very well in too many cases, and one that at least gives us a chance of breaking a behavior pattern—a revolving door—a couple years in prison, going out and too often coming back in, and that this has a real chance, again, in many cases of cracking that behavior pattern early and instilling something else, something disciplined and something which is more positive in its place.

Senator **Welborn**. Senator, on that point if I may just interrupt you a moment, one thing that we found that is as important as the boot camp itself is that with the boot camp at the minimum security level and then with the implementation of the Super-Max, the I-Max at Ionia at the very high level, what we have been doing is we have been putting discipline and control back into the entire system from both the high level and the low level, which has been, I think, a benefit to our entire prison system, but also I think it has been a positive morale booster for the staff and the people who have worked in the system. I think we have a better prison system because of that.

Senator **Levin**. Our next panel is from the Corrections Department, and they have helped make this experiment work. We thank you for your testimony.

Senator **Welborn**. To the point of the Corrections Department, Mr. Chairman, they did not support the original intent officially, but the people that they assigned to work on this program have made it work. And if any statement could be made on why our boot camp works, it is because of the staffing and the people who are there. You cannot take everybody and put them in charge of a boot camp program; it takes selected people. And we were very fortunate that the Department, even though there was original resistance, gave us the support and the personnel necessary to make our program very effective. And to that point, I wish to say that as an introduction to those who are going to testify for the Department of Corrections because they have made it work, and we thank them for that.

Senator **Levin**. Thank you.

Senator **Welborn**. Thank you.

Senator **Levin**. Our next panel includes three representatives of the Michigan Department of Corrections. First, John Staten, Assistant Deputy Director of the Department here in Lansing. With Mr. Staten are Donald Hengesh, Director of the Special Alternative Incarceration Program, and Bruce Curtis, Assistant Deputy Warden of Camp Sauble.

These gentlemen will give us their views based on firsthand experience in running a boot camp day-to-day, and we welcome you all.

We will call first on you, Mr. Staten, to see if you might wish to kick this off. Let me join, by the way, what Senator Welborn just indicated, and that is that the people who work at the Corrections Department, particularly at Camp Sauble, have made this work. We know, both from our staff visits and from my own personal experience at other facilities, how very difficult it is to make a boot camp work for the staff. It is tough on the men who are there—obviously, it is supposed to be—but it is very, very hard work for the staff who try to make these camps work. And I know that the burnout rate, as a matter of fact, is fairly high at these camps. Those of you who have been involved in making Camp Sauble work are all to be commended. We are grateful for that, and we are pleased that you are here with us today.

Mr. Staten, do you want to begin?

TESTIMONY OF JOHN STATEN, ASSISTANT DEPUTY DIRECTOR, MICHIGAN DEPARTMENT OF CORRECTIONS

Mr. **Staten**. Yes, thank you, Senator.

I, too, appreciate the opportunity to be here and to represent the Department of Corrections. Initially, this was one of my assignments, to find staffing and to travel to some of the other boot camp facilities around the country, and we did so.

I support the statement 110 percent that Senator Welborn made having to do with the staffing. If this program is going to be initiated Federally in other States in the country, I would certainly think that a lot of emphasis must be put on the type of staff that you select—people who want, first of all, to be in this program; people who have had some experience, perhaps military experience, and in Don Hengesh's case, administrative experience, which he had. This is the basis on which we selected at that time an inspector of ours, Bruce Curtis, who is the day-to-day person operating this.

Secondly, I think at this point I'd like to introduce Don Hengesh, who is the administrator of our program, who will give the testimony for the Department.

Thank you.

Senator **Levin**. Thank you.

Mr. Hengesh.

TESTIMONY OF DONALD J. HENGESH, ASSISTANT DEPUTY DIRECTOR, SPECIAL ALTERNATIVE INCARCERATION PROGRAM [1]

Mr. **Hengesh**. Thank you, Mr. Chairman and Subcommittee members.

In behalf of Governor Blanchard and Robert Brown, Jr., Director of the Michigan Department of Corrections, I'd like to thank you for giving us the opportunity this morning to tell you about Michigan's "shock incarceration" or boot camp program.

Special Alternative Incarceration, or SAI, as it is known in Michigan, is a 90-day and soon to be 120-day program of strict discipline, physical training and hard work, all done within a strict military regimen. We have also included programs in the evening hours which everybody must attend in the areas of substance abuse, general education development or GED, life-coping skills, group counseling and stress management.

SAI is a sentencing alternative for judges. State statute allows judges to place an offender on probation with the condition that he or she complete the SAI program instead of going to prison, as is provided for in the Michigan Felony Sentencing Guidelines.

Michigan prisons are overcrowded, and projections show the Department being 16,000 prisoners over our capacity by the end of 1991. We do know that these young people would be coming to prison if it were not for SAI. Thus, we are saving prison beds and the big dollars that go with incarceration, and that is important.

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[1] See p. 128 for Mr. Hengesh's prepared statement.

We also plan on seeking legislation that will allow us to take prisoners from our reception center, who have regular prison sentences, and divert them into a boot camp program, with the authority to return them to the community after completion of SAI, rather than serving their original prison sentence.

I should interject that we do not see shock incarceration as a panacea for prison overcrowding or that boot camps are for everyone. These type programs are politically popular as well as popular with the public, judges and law enforcement.

It is too early to tell about the results of the boot camp operations, but our experiences to date have been positive. We have some information regarding numbers of new arrests. We are collecting data as we go along so that the needed information is available for evaluation and research later on by either our Department or by some other agency.

We do not have any evidence that boot camp harm anyone, and we do watch this very closely to make sure it does not happen. As I stated earlier, we do know that we are diverting some young offenders from prison.

The intent of SAI is to teach young offenders self-esteem, self-discipline, self-responsibility, self-motivation and a solid work ethic. SAI is not a "scared straight" type program. Our data show that 39 percent of admissions have 5 or more arrests; 12 percent with 4 arrests. These young men have been through the criminal justice system on numerous occasions, and you are not going to scare them into a law-abiding lifestyle.

During our intake process, we literally strip away that "tough guy" image that they carried on the street. Then we start rebuilding them and teaching them personal skills, motivation, self-esteem, and it is through this that they develop within themselves a desire to do good and not return to the criminal lifestyle. For many of the young men going through SAI, this is the first time that they have ever felt good about themselves and about those around them. For some, it is also the first time they have felt that someone really cares for them and is trying to help them.

Staff are the key to making this whole process work. They must carry themselves and project that "drill instructor" image and toughness. Yet they must have a lot of compassion. Staff continually demand that offenders give 100 percent of themselves and that he perform up to his maximum potential. Many of these young offenders do not know what their potential or best is. Most of the probationers have been "quitters" all their lives. Whenever there were demands put on them to perform at school, at home, on the job or with family members, spouses, girlfriends, they have quit.

Staff have to know when to push an offender to excel and achieve. In turn, they must know when to back off and maybe just listen to the offender talk, give him a word of encouragement, counsel the young man or just leave him alone for a while. I look at my staff as being tough as stone, but with hearts of gold.

SAI is hard. It is both physically and mentally demanding. They are up at 5 a.m. and start the day with some wake-up and stretching exercises. After breakfast, there is room and personal inspections. Then they are off to a hard day's work of physically demanding labor. They finish the afternoon out with about one hour of aerobic exercise and a 2- to 3-mile run. After the evening meal, they have one hour of free time in which to relax, watch TV. Then it is off to 2-1/2 hours of programming. One more inspection is at bedtime, and lights are out at 10 p.m.

Some quit, saying the program is too tough. Some quit because they just do not want to make that commitment to change. However, when a probationer does quit, staff will go that extra mile counseling, talking with the young man to stay in the program. Many of our graduates have quit 2 or 3 times, but staff have convinced them to keep trying, one day at a time.

Some people may question the toughness of the program. We have just 90 to 120 days in which to instill those characteristics of self-esteem, self-motivation, self-discipline and a solid work ethic. If they are not ready or willing to accept those things we are offering them, we do not want them returning to the community.

The other probationers don't want them graduating with them either if they have not accepted the program. As an example, we recently have five young men graduating. On the night before they were graduating, they were getting their civilian clothes, and in the process, one probationer stole a pair of tennis shoes from someone's property. The other four probationers went to the officer and told on the thief and said they did not want him graduating with them the following morning. I don't think you would normally see that in a prison setting.

The key to making what we do in the boot camp work when the probationer returns to the community is aftercare, as was addressed earlier by Senator Welborn. Making sure that the offender keeps upon the self-discipline, that they are working or going to school, staying away from drugs and the living environment they are in is conducive to staying crime-free.

We have just prepared a package to expand SAI. We also plan a female program, to include the same components as the male program; however, the Department has not found a site for this facility yet. We will continue looking for that in the future.

We plan on developing a strong aftercare program. That aftercare program will consist of a probation residential center for those in need of additional programming and at least 120 days of intensive probation supervision for all graduates.

We will have a very formalized process in our new, expanded program, of 3 weeks of intake, where we will do testing of the individuals; then we will go into the formalized 10-week basic program; that will be followed by the last 4 weeks which will be a decompression pre-release program. In this phase, we will concentrate on providing the offender with the skills necessary to make it in the community as well as ensuring that a placement plan is in place and possibly even a job lined up.

Special Incarceration, or SAI, shock incarceration, boot camps, or whatever you want to call the program, is not for everyone nor is it a cure-all for correctional problems. It is, however, an alternative that seems to have potential.

Thank you, Mr. Chairman. If you have any questions, we'd be glad to answer them at this time. We also have Mr. Curtis with us.

Senator LEVIN. Thank you.

Before we ask questions of you, we'd like to show a tape at this point. This is an edited version of a tape which you have provided us; we have cut it down to about 8 minutes, to try to give the flavor of what this particular boot camp in Michigan is like.

So we will show that videotape at this point.

[Videotape shown.]

Senator LEVIN. Mr. Curtis, do you want to add anything before we ask some questions?

TESTIMONY OF BRUCE CURTIS, ASSISTANT DEPUTY WARDEN, CAMP SAUBLE, FREESOIL, MI

Mr. CURTIS. I think that just about says it all, between what Don said and the panel.

Senator LEVIN. All right. From what I understand from your testimony and from this film, between 5 in the morning and 10 at night—which is 17 hours, I think—the men would get, what, one hour personal free time, total, and all the rest is structured?

Mr. CURTIS. Yes, Senator, that's right. At 6:00, right after chow, they get an hour, sometimes a little more, of free time where they can get together and talk quietly, or they can watch the news on television.

Senator LEVIN. So one hour is unstructured and 16 hours is structured.

Mr. CURTIS. That's correct.

Senator LEVIN. As I understand this program, Mr. Hengesh, the young men at Camp Sauble have not been in prison before; is that correct?

Mr. HENGESH. That's right, Senator.

Senator LEVIN. These are not necessarily first offenders, but these are first-timers for prison or this alternative?

Mr. HENGESH. Right. Most of our people have numerous arrests, and one of the charts I have provided here shows the arrest patterns of people. For less than one percent of our people, this is their first arrest. Most of them coming to the program have 3 or 4 or more felony arrests, and this is the last alternative—the judge is giving them a choice, to go to prison or come to this program.

Senator LEVIN. Now, some States limit the people going to boot camp to first offenders; we don't. What is the reasoning behind our choice?

Mr. HENGESH. The reason behind our choice was that this program was designed to be an alternative to prison, trying to keep people out of prison, save our prison bed space and also reduce the cost of operating prisons. So we chose to take people at that end of the spectrum instead of at the very front end.

Senator LEVIN. Are you familiar with other States' programs that limit their programs to first offenders?

Mr. HENGESH. Yes, Senator. I have travelled through the country and looked at most of the other programs.

Senator LEVIN. What is their reasoning, do you know offhand?

Mr. HENGESH. Georgia is the only one that I am aware of that takes them at the front end, and their reasoning is they want to try getting people's attention very early on in the program. They use it as a diversion from prison also, but for first-time offenders only.

Senator LEVIN. How many of the men at Camp Sauble have drug or alcohol problems when they come in?

Mr. HENGESH. Very few of them actually have had drug arrests in the past. About 60 percent of them have no prior drug arrests; 24 percent or more have had some kind of drug arrests. Alcohol is the primary type of substance abuse; 45 percent of our people admit to having some type of alcohol abuse problem; cocaine being 10 percent, marijuana 26 percent.

Senator LEVIN. This program is limited to 17 to 25 year-olds?

Mr. HENGESH. Yes, Senator.

Senator LEVIN. Could a physically fit 30 year-old person find this program the right program?

Mr. HENGESH. I think so.

Senator LEVIN. Is this just a matter of limited space, or is there a philosophy behind that?

Mr. HENGESH. I think it is more or less in that age category, you are more apt to get a big population of people who will be willing to take this chance; when people get over 25, I don't think they'll be as willing to participate.

Senator LEVIN. And what about people younger than 17 years old?

Mr. HENGESH. In Michigan, that is the age when they are adult, based on the program.

Senator LEVIN. But for instance, could a juvenile version of this be useful, do you think, or not?

Mr. HENGESH. I think it would be difficult to do it with a juvenile because of the different criteria placed on dealing with juveniles.

Senator LEVIN. Is this a discretionary program with the men? Do they have a choice between a longer prison sentence and this alternative, or is it mandatory and set by the judge—you are going here, no choice?

Mr. HENGESH. By statute, they are required to have the option of going in here. They are given the choice of going to prison or whatever other sentence the judge is going to impose or going into the SAI program. So it is their choice to go into the program.

Senator LEVIN. And basically, the choice is usually in real terms for a significantly longer prison sentence, or this very structured, rigorous, hard program; and that is the way it is described——

Mr. HENGESH. That's right. That's the way it is described to them. Most of them are given the option up front. The judge will tell them, "I'll give you a choice of so many years, or go to this program."

Senator LEVIN. Do we know what percentage of the people decline this choice when it is given to them by judges? Do you have any idea?

Mr. HENGESH. I have no idea, Senator.

Senator LEVIN. You described this type of program as not the right program for everybody, but it is right for a lot of people. Take your program description: 17 to 25 year-old people; first time going to prison or this program. Of that group, would it be your estimate that most people could use this program, or that less than 50 percent—that it would be good from society's point of view to send them to this alternative?

Mr. HENGESH. I think most people could use this program provided the fact that going through the program, we're not returning somebody to the community who would be a danger when they get out of the program. But I think most young offenders we see coming through the system could benefit from this type of program.

Senator LEVIN. You are collecting data, you say, on the men who graduate from this program, who complete the program, and then commit other crimes later on, I presume. Do we know yet what the rate is of men who graduate this program and stay clean and those who commit crimes?

Mr. HENGESH. Our early results that we have looked at from about a year after we started show that 90 percent of our people who have graduated from the program have not been rearrested or gotten into additional trouble. We are now working on the second phase of that followup.

Senator LEVIN. And what percentage of the people who start the program finish the program?

Mr. HENGESH. Sixty-two percent of the people who start the program actually graduate. We lose some for medical reasons. We lose some others because they quit. Twenty-four percent of our population quits the program outright; they say they don't want the program, they don't want to make the commitment to get into the program; they say it is too physically demanding—whatever the reason, they quit.

Senator LEVIN. And then when they quit, they go back to the judge for sentencing?

Mr. HENGESH. They return to the court as a probation violator for resentencing.

Senator LEVIN. And usually that sentence will be a term in prison?

Mr. HENGESH. Yes, Senator.

Senator LEVIN. And they know that when they leave this program.

Mr. HENGESH. They know that when they leave. Our staff—Deputy Curtis can testify to that—our staff talk to them about that and really emphasize to them that if they leave the program, they are very likely going to face going to prison. We have in our unit where new people stay a board on the wall with a list of sentences of those who have quit in the past. You can see the names of the people who have been there and who have quit and whether they got 2 years or 3 years in prison, whatever. It shows that this is what is happening to people. So they know.

Senator LEVIN. Let me go to Mr. Curtis. When a man tries to quit this program, you and your staff try to talk him out of it, as I understand it. How many of these men try to quit?

Mr. CURTIS. A good percentage of our graduates have quit one to maybe three times, actually.

Senator LEVIN. They have said they quit, but they are talked out of it?

Mr. CURTIS. That's correct. What we do is we bring them up to the control center; usually, a sergeant or lieutenant talks to them first, tries to get them back into the program right then, because the program is really hard, mentally and physically, and so it is natural for a person to want to quit. A lot of people who come into the program are going to want to quit, they are going to want to try to find a way out, especially if they think that there is some kind of chance at all that they may go back to the judge and not be sent to prison. So we tell them about prison—and all of our staff are prison guards and have worked in regular prisons—we tell them about prison, and we try to get them to hang in there for at least 3 weeks, because we have found that if they stay there for 3 weeks and get through the initial 3 weeks, usually they will stay in the program.

Senator LEVIN. Why don't you just let them quit?

Mr. CURTIS. I'd say a lot of the people who come into the program, if we just let them quit, would quit, and they would go back to the judge, because the program is that tough.

Senator LEVIN. I know, but what do you care if they quit or not? What is your stake? You and your men are obviously committed to this program. You want to make it work, and you want these guys to straighten out.

Mr. CURTIS. Because we know what they are facing when they are facing prison. As tough as we are on those people in that program, when they go to prison, they're going to face something a lot tougher in the respect that we are tough on them, but we are tough with controls, and we are not abusive. If a young man 17 to 25 years old goes to prison today, he may be abused by other prisoners.

Senator LEVIN. Do you think a person who graduates this program has got a good chance of straightening out his life and dropping those habits which brought him there to begin with—that's your purpose is to strip away those old street habits, as the film said, right?

Have you seen good evidence that this works, that your shock program really strips away those habits?

Mr. CURTIS. That's probably what staff get out of it more than anything is the difference of a person coming into the program as to when a person leaves the program. It is almost like talking to a totally different person and like observing a different person, because a lot of the things that we do in the program cannot be shown on film—you have to see it—and those are things like we build personal identity, and we build camaraderie with each other, we build a sense of belonging that most of these people haven't ever had. So they begin to understand that there is something more there than what they have come into contact with on the street. They begin to develop the self-pride. If anything is going to keep them from crime, it is the pride because basically, right now, on the street, there is so much money involved that these kids, who can hardly get a job, can go out and sell drugs and make easy money. So there has got to be something more there than just the monetary thing, and that is personal pride.

I think most of the people who are on the street do not commit crimes because of pride and the embarrassment of crime.

Senator LEVIN. During their one hour of free time, what are they allowed to do—TV, phone calls—what are their options?

Mr. CURTIS. Television; phone calls, if they have been 6 weeks in the program; and they are allowed to get ready for inspection, work on their personal gear. Many of them spend much time doing that.

One of the things that they have to learn is that every spare minute they have, if they are going to pass the kind of inspections that we have, their personal inspection and their room inspection, they have to utilize that to their advantage. So many of them work on their personal gear or something during free time.

Senator LEVIN. During their work time are they given "make work" tasks? We have read that some of these camps do.

Mr. CURTIS. Never. We don't do that.

Senator LEVIN. This is useful work?

Mr. CURTIS. Everything that they do—you saw in the film the man digging a hole. There had better be something going in that hole, or there had better be a reason for him digging that hole, or he is not going to be digging that hole. We don't just have somebody dig a hole and then cover it up.

We want him to see what he has accomplished in doing that.

Mr. HENGESH. Senator, most of the projects we have them do is we work with the communities around the facility and have them go out and do work for townships, counties—it could be improving a cemetery, cleaning it up—hard, physical labor that will help the community also.

Senator LEVIN. Mr. Hengesh, I think you testified that we are increasing the length of the program from 90 days to a longer period—120 days?

Mr. HENGESH. Yes, Senator.

Senator LEVIN. And what was the reason for that, again?

Mr. HENGESH. The reason for going from 90 to 120 days is to add some program components that we thought would really help make the program better, basically, having a more formalized, 3-week intake process where we can do more testing, academic and vocational testing, possibly psychological testing if it is required for the individual; then at the end, adding a very intensive, 4-week decompression period where we try to get the individual to learn a little more personal responsibility, with a little less discipline on our part; and a heavy concentration on the class work that he or she will need to make in the community—the life-coping skills, job-seeking skills, the consumer economics of how to use your money, a program in dealing with your spouse or other people around you, how to control your anger. We'll concentrate on that right before the person returns to the community. We want to add more to the program to help that.

Senator LEVIN. We are planning on more boot camps now, or they have been funded, I think?

Mr. HENGESH. Yes, Senator.

Senator LEVIN. About how many now are we going to have?

Mr. HENGESH. We're expanding to three facilities. We just recently purchased the land for a facility in Schoolcraft County in Michigan's Upper Peninsula in the city of Manistique; we will start construction on it this spring. And we are working on a third facility in lower Michigan here that will serve as our intake center and release center.

Senator LEVIN. Are most of your staff people who have worked in traditional prisons before?

Mr. HENGESH. Yes, Senator. I think all but one of our staff was a correctional officer in a traditional prison.

Senator LEVIN. And do most of them think that this is a useful alternative for people who are put through this system—not for everybody, again, but for many people, those who are in it—or is there sort of a resistance and a "Show me" attitude? Do you have a bunch of people who are committed to this because they believe in it, or it's just sort of a job that they've got to get done?

Mr. HENGESH. I think they are committed to it. I think Deputy Curtis can answer that better than I can.

Mr. CURTIS. I'd like to. It goes along with the other question you asked as to why we try to keep them from quitting.

When we interview staff, that's one of the things we interview for. Everybody sees the military aspect of the program. That is a very small part of the program, and we can teach that. What we interview for is people who care, people who want to help these individuals, and by that interview, we try to find that out. If they don't care, then we try to encourage them into going another place in the Department of Corrections, because we don't have a place for them.

So the people that we hire in order to be able to do the job that they have to do in SAI, and the dedication that they have to have, have to care. The secret is that they also have to be real tough. They have to understand that to get what we want out of these people in such a short period of time, that they have to push them to 100 percent capacity. And even the little details that they do—like just cleaning the restroom, cleaning their room—all of these things are very important, and staff have to know how important they are that that probationer performs at 100 percent capacity, and he is doing the best he can.

Senator LEVIN. How do you train these people for the role that they are going to play at the camp? I mean, your staff is a hardworking staff—I heard the burnout rate, at least at one camp I am familiar with in a different State, was fairly high. Is there a high burnout rate among your staff, by the way?

Mr. CURTIS. Ours is less. As a matter of fact, we do have a burnout rate. But what we try to do is rotate staff on jobs. The staff member working in an SAI facility is working all the time. He is a lot different than a regular corrections officer. But the rewards are much more, too. In a lot of States—Georgia, for example—they are not staffed as well as we are, and they are taking corrections officers out of a correction facility, and the lieutenant that runs it is having to use what they give him; where our staff are particularly trained for the job that they do. Our training period consists of 2 weeks classroom and then we decide what they need, anywhere from 3 to 4 weeks on the job before we will let them begin working.

Senator LEVIN. Is there a big turnover problem with your staff?

Mr. CURTIS. There hasn't been too much. When we went in to Camp Sauble, we took the staff that were there, and the director of the department gave them the option of leaving, so we had some leave right away who felt that they could not function within the program.

Senator Levin. What was your background, by the way, Mr. Curtis? Were you in a traditional prison before this?

Mr. Curtis. I've got 12 years now in the Department of Corrections, and I worked in Jackson Central Complex, maximum security, close security, medium security, and minimum security.

Senator Levin. How do you enforce discipline? Say a probationer just does not cooperate.

Mr. Curtis. Well, first of all, we don't use the traditional disciplinary system of prisons. If we did, these people would be out of the program in probably less than a week.

Senator Levin. Describe that—in what sense do you mean?

Mr. Curtis. Well, for example, a major misconduct or disobeying a direct order—that's a major misconduct in a prison—we would get three or four of those in the first week of the program, and the person would be out of the program. So we use summary discipline, and what summary discipline means is that the staff member either makes them do an extra duty job, some kind of calisthenics or P.T. for disobeying a rule; the next part of the system is that if they still refuse, then a negative case note is written; each shift, the shift supervisor reviews the negative case notes, and if it looks like they can't get compliance of the person, then they bring him before the shift commander. If the shift commander cannot get compliance with the person and make the person start doing what he is supposed to, then they go before a program familiar review board, which consists of the deputy warden, a person from treatment, either the counselor or the probation officer, and a person from the custody part of it. And then the board talks to the individual at that hearing and allows that individual to tell them what his problem is. They look at his progress so far in the program, and all of this is evaluated and a decision is then made by the board as to, if we are going to retain the person, what the person is going to have to do. He may go to motivation detail, which is harder work than a normal detail would be; or they may decide that because of his attitude and his desires to leave the program, that he should go back to the court. In that case, he is terminated from the program.

Senator Levin. Do you ever use physical force with the men there, the probationers?

Mr. Curtis. The only time that hands are ever laid on a probationer is during intake when we take them from the vehicle into the intake room, or at physical fitness, to show them how to properly do an exercise. We have written directions and policies and procedures that direct exactly what a staff member can do and what a staff member can't do.

Senator Levin. I could ask any of you gentlemen this question. Are there elements of a boot camp system that could be useful in a regular prison system?

Mr. Staten. Elements, yes, but controlled. Yes, I would have to say yes.

Senator Levin. Mr. Hengesh?

Mr. Hengesh. Yes, I agree. I think there are elements of it that can be used, as long as it is structured.

Senator Levin. Mr. Curtis?

Mr. Curtis. There certainly is as far as the discipline aspect of it, the requirements of better discipline.

Senator LEVIN. We see from the film that families are invited when these men are graduated from the program. What percentage of men have families who show up at that graduation?

Mr. CURTIS. Probably about 20 to 30 percent, roughly. And what we usually do, we have a formal graduation whether the families are there or not, and they get a graduation certificate, signed by me, and then we usually buy them a bus ticket to go back home on.

Senator LEVIN. Do you ever hear from them again?

Mr. CURTIS. All the time. I've got a book of letters from families and judges and probationers, and phone calls—we allow them to call us if they're having a problem—and our staff—they may not always talk to me, but they may talk to a certain staff member after they are out on probation, to ask him his advice on a situation. That is very common, because something real strange happens. At first, I'm sure they are afraid of staff, and they hate staff, for maybe the first 3 weeks. After the first 3 or 4 weeks, they begin to get attached to staff, and they learn that the staff care so much about them, and they see more care coming from the staff than they have ever received in their lives.

So many of them understand that the staff at Camp Sauble are dedicated to them, and they are going to tell them the truth. And staff have to watch this because before they start graduating, many of them may even look at some staff members as a father figure that they didn't have or something like that.

Senator LEVIN. Mr. Staten, what is the Department of Corrections' overall view of the program at Camp Sauble? Are you generally satisfied with it, and how many camps would you like altogether? Have you got enough on your hands with two more, or what is your goal in the next, say, 5 to 10 years?

Mr. STATEN. In answer to the first question, yes. As the Senator said earlier, there was not a great deal of enthusiasm, I guess, initially. However, at this point, the people who direct and run this program have done an excellent job. The results as found to this point are good. So we are satisfied in the Department of Corrections at this point.

Initially, I developed a paper on aftercare. That is one of the components that I think is going to be even more helpful. What we would like, I think, as we can get our people trained, educating people throughout the State, we are moving probably at a pace that we like.

Don Hengesh told you about the Schoolcraft area and another downstate, and the potential for a female boot camp incarceration. We are satisfied with it, and we look forward to working with it from that standpoint, but to take our time.

Senator LEVIN. How many work camps do we have in the system—do you know offhand?

Mr. STATEN. In our minimum security operation, we have 26 camps, and all of those camps except one at this point have some form of work release program or work program which works similar to the SAI work program.

Senator LEVIN. Those camps are not just for young offenders, right?

Mr. STATEN. No. That is the minimum security component of our operation in the Department of Corrections.

Senator Levin. Are those two differences—one is that it is minimum security—putting aside the discipline difference—one is that it is not minimum security, a work camp, as contrasted to a boot camp; secondly, the profile of the person is different agewise. What other differences?

Mr. Staten. The profile of age is not one that is considered in our traditional camps. There are little, if any, similarities to the SAI program; no similarities. It is just the minimum security component where people in most instances have been in our traditional prisons and have worked themselves down at the security level. That is traditional over the years. This is totally different, the SAI program.

Senator Levin. In other words, the work camp would be more at the tail-end of a prison sentence.

Mr. Staten. Generally, or some short-type sentence.

Senator Levin. Senator Welborn indicated there are some savings in terms of costs in these boot camp programs contrasted to prison. Do you have figures on this——

Mr. Staten. I do not.

Senator Levin [continuing]. Or have you seen his figures? Are you familiar with them?

Mr. Staten. Yes.

Senator Levin. There were fairly significant differences. Would you agree that they do save money, or could save money?

Mr. Staten. Certainly.

Senator Levin. And has the Department put out any statistics on that?

Mr. Staten. That's it. That is attached to your handout that was part of Mr. Hengesh's presentation.

Senator Levin. Okay. What chart, Don, is that of yours?

Mr. Hengesh. I believe it's the last page of my testimony, and in Senator Welborn's handout, Exhibit A.

Senator Levin. Now, is this an annual cost or a cost per prisoner?

Mr. Hengesh. That's the cost for one person going through the program.

Senator Levin. So how do you compare apples and apples here, because this program may be shorter than these other programs?

Mr. Hengesh. Basically, someone who goes through our program is there for 90 days and, as indicated, costing somewhere around $6,600; where a person going into the prison system is going to be there for a period of one year, 2, 3 years.

Senator Levin. But is this an annual cost, or is this a total cost?

Mr. Hengesh. The cost for a prisoner, the average, minimum, medium and close is the average cost of keeping a person in prison for 1 year. The cost shown for SAI is the cost of keeping a person in there for the 90-day period.

Senator Levin. All right. So that you save money per prisoner, but it is not per day.

Mr. Hengesh. Not per day.

Senator Levin. All right. I thank all of you. We appreciate your commitment to this program. We think it represents a real opportunity, at least for many prisoners, many people sentenced by courts, to break a life cycle which is otherwise very, very dangerous to society. This is happening in a number of States, and as frequently happens in the Federal system, we start off with doing something at the State level which we then share with other States. It is part of a Federal system, which is part of the genius of the system, that we experiment in the States, and then we can take it to other States or to the Federal level. So this is a very important story.

We are going to have a hearing in Washington to get the experience of some other States in this, and then see what the Federal Government can do to promote this alternative, because it is a very strict, very tough and, from what we know, a successful alternative to a traditional prison which, too often, is just a revolving door without breaking a life cycle and without changing a lifestyle, which is what you have got to do, and do it early.

We thank you for your participation in the program as well as your being here this morning.

Thank you.

Mr. Staten. Thank you, Senator.

Mr. Hengesh. Thank you.

Senator Levin. The next panel is made up of men who have finished the boot camp program, and we'd like to welcome these three young men. They are going to tell us what that boot camp experience was like and how it affected their lives.

First, Michael Smith of Lansing is accompanied by his Probationer Officer, Mr. Wilbert Fobbs; next is Roger Brown of Mount Pleasant, who is accompanied by his Probation Agent, Robert Louisell; and the third probationer is Michael Sullivan of Frankfort. We understand Mrs. Kittye Sullivan, Michael's mother, could not make it this morning.

We welcome all of you.

First, Mr. Smith, welcome. Tell us a little bit about yourself, how old you are, and what was your trouble with the law before you were sent to boot camp.

TESTIMONY OF MICHAEL J. SMITH, PROBATIONER, LANSING, MI, ACCOMPANIED BY WILBERT FOBBS, PROBATION OFFICER

Mr. Smith. I am 18 years old and ever since I was about 13 or 14, I was in trouble with the law. I have been locked up a couple of times, but being locked up, you just sit in a cell; you aren't really doing anything, you aren't learning anything.

But then I went to SAI, and I this was it, right here. I feel a change in myself because I feel more good about myself, and I know that I'm doing things for myself. Before, I did it because other people wanted me to do it, like an older figure, or a kid in the neighborhood or somebody. But I really have no need to try to prove myself or try to be something I'm really not, because I know what I am now, I know what I want to do, and I know I want to stay out of trouble because of that.

Senator Levin. Had you done any time in prison before?

Mr. Smith. No. I did a year in the county jail.

Senator Levin. You had been sentenced to jail, or were you awaiting trial in jail?

Mr. Smith. I had been sentenced.

Senator **Levin**. All right. You were given a choice, were you, to go to Camp Sauble or to go to prison—was that a choice the judge gave you at some point? Did you understand it that way, or did you understand it differently?

Mr. **Smith**. Well, yes, I—I really don't know.

Senator **Levin**. All right. That's all right, that's fine.

Were you told what boot camp would be like before you got there?

Mr. **Smith**. I was told a little bit about it, but it was nothing like people were saying about it. It was totally different.

Senator **Levin**. How was it different? What did you expect, and what did you get?

Mr. **Smith**. I expected that they were going to come and just take us in and orient us and everything, and that we'd walk in by ourselves or something. But I was sitting in the back, and then all of a sudden, I get snatched up——

Senator **Levin**. All of a sudden, what?

Mr. **Smith**. You just get snatched up out of the car. So right there, you're just scared, and you don't know what to do, so you're just being quiet and doing whatever they tell you to do. You don't have any feelings, really; it's like you're just drained.

Senator **Levin**. Did you think about quitting when you got there?

Mr. **Smith**. I did quit once when I was in there for about a week. I was jogging, and I just decided to quit.

Senator **Levin**. Why did you want to quit?

Mr. **Smith**. To tell you the truth, I was really hurting, my body; I thought I was pretty physically fit, but all the stuff they had me doing, it was just hurting me. But then one day, I just decided I wasn't going to push no more; I already knew how much time I was facing, but I didn't really care, so I just said I quit. And I talked to a couple staff—I talked to a lieutenant, and he talked me into coming back in. I stayed in, and after 3 weeks, the pain was all mental after 3 weeks. You are going to feel pain, physically, from all the work and stuff, because I never had a job in my life, and that 8 hours of working just hurt me. But after 3 weeks, you don't even feel that anymore; everything else is just mentally, what you want to do, what you know you can do, because you've done it for 3 weeks, so you just say, well, if I did it that long, and all the rest of these people around me are making it, I know I can make it. It's more like a challenge to yourself, and after a while it is just something that grows on you that you know you've got to do—you've got to do for yourself, not because you've got prison time—because you see what you were like—all this time you'll be thinking—and it may not seem like you would have time to think, but at night-time when you go to sleep, you're going to be thinking, and you're going to realize that you've got to do this for yourself, because this is it. And I've been locked up all my life, and I know I don't want to do it no more.

Senator **Levin**. You told my staff that Camp Sauble is a whole lot tougher than jail.

Mr. **Smith**. It's a whole lot, because in jail, all you do is sit around, smoke cigarettes and gamble; you learn bad habits like gambling, and everything. And in Camp Sauble, you are working, and you learn how to be a man, really.

Senator **Levin**. What's your status now in court?

Mr. **Smith**. I'm still on probation, but I'm not having no problems, and I don't plan on having any.

Senator **Levin**. Mr. Fobbs, how is he doing? Is he having any problem? You are the probation officer, right?

Mr. **Fobbs**. Yes. So far he is doing quite well on probation. After he graduated from the boot camp program, he was placed on the tether program, electronic monitoring. We are required to place the probationer on the tether program or place him in a residential program for continued aftercare, followup, and monitoring.

Senator **Levin**. Let me come back to you in a moment. Let me go next to Mr. Sullivan.

TESTIMONY OF MICHAEL SULLIVAN, PROBATIONER, FRANKFORT, MI

Senator **Levin**. What was the crime that you had committed that you were sent to boot camp for?

Mr. **Sullivan**. Uttering and publishing.

Senator **Levin**. What is that, writing a bum check?

Mr. **Sullivan**. Right.

Senator **Levin**. And was that the first time you were in prison?

Mr. **Sullivan**. Correct.

Senator **Levin**. Were you given a choice, do you remember?

Mr. **Sullivan**. Yes.

Senator **Levin**. What was the choice?

Mr. **Sullivan**. It was either 14 years in prison for my crime or 90 days at Camp Sauble.

Senator **Levin**. So you had written a bad check, and what court was that out of—what county, do you remember?

Mr. **Sullivan**. Benzi.

Senator **Levin**. And the judge there said you are going for a long time to prison, or——

Mr. **Sullivan**. Or to Camp Sauble.

Senator **Levin**. Did somebody tell you what camp was like?

Mr. **Sullivan**. Well, I spent 20 days in jail prior to coming to Camp Sauble, and I heard from different guys different stories about it, but like Mr. Smith said, it was nothing like what they said it would be.

Senator **Levin**. What did you think it was going to be, and what was it?

Mr. **Sullivan**. I thought it would be a little bit more laidback, the intake, that you'd walk up and officers would escort you in—not you run in and they come in behind you.

The thing that surprised me was when they pulled you out of the car. That's what really surprised me.

Senator **Levin**. Can you describe the effect that had on you?

Mr. **Sullivan**. I was scared. I mean, sitting in the back of the car, and then you just see this hand come in and snatch you out; and you are leaning up against the car, and they're just yelling—you've got like six officers yelling at you, and you're just trying to hear every one of them.

Senator **Levin**. No one told you about that?

Mr. **Sullivan**. No.

Senator LEVIN. Would it have ruined the effect if you had been told about that?

Mr. SULLIVAN. I would have probably been a little bit more prepared for it.

Senator LEVIN. You told a reporter and you told our staff in interviews that Camp Sauble was "a living hell". What did you mean by that?

Mr. SULLIVAN. It's a lot of hard work. It's not like being out in the real world. The real world is hard, but at Camp Sauble, it's a lot of mind—you've got to put your mind to it.

Senator LEVIN. Did you think of quitting the program, or did you try to quit?

Mr. SULLIVAN. No, sir.

Senator LEVIN. How come?

Mr. SULLIVAN. If the theory of quitting ever came into my mind, I just had to think about prison, and that would turn it off right there, and I would just push myself even more. And every time I saw a graduation, other probationers out in front of the company graduating, that just gave me more incentive to push myself, because I knew that someday I'd be up there, too.

Senator LEVIN. What is the toughest thing about being in a boot camp?

Mr. SULLIVAN. As in something that we did, or——

Senator LEVIN. Physically, mentally, anything—what was the toughest thing for you during that 90-day period?

Mr. SULLIVAN. PT was tough at the beginning, the physical training, but I think the toughest thing was disciplining myself to rid myself of all my street habits, I should say.

Senator LEVIN. You had been in jail for some period of time, right—20 days awaiting trial?

Mr. SULLIVAN. Yes, 20 days awaiting trial.

Senator LEVIN. How would you compare that 20 days to the time in boot camp?

Mr. SULLIVAN. Totally the opposite. In jail, you're sitting around, you just lie there, and you've got bars all around you, where at Camp Sauble, you're doing something for 16 hours a day. You are busy, while you are working on strengthening your mind as well as your body.

Senator LEVIN. Your mother is not with us today, but maybe you could tell us what she said when you told her that you'd have to go to boot camp, or you were going to boot camp. What was her reaction? What did she think of the boot camp?

Mr. SULLIVAN. She wasn't happy. I think she was glad that I got a chance to go there rather than to prison. She would rather see me go there and complete that than 14 years.

Senator LEVIN. Are you still on probation?

Mr. SULLIVAN. Yes.

Senator LEVIN. And do you have a job now?

Mr. SULLIVAN. Yes, at Farmer John's. It's a supermarket in Benzi County.

Senator LEVIN. Mr. Smith, I didn't ask you that question. Do you have a job now?

Mr. SMITH. No, sir.

Senator LEVIN. Have you been looking for a job?

Mr. **Smith**. Yes, sir.

Senator **Levin**. I take it you'd like to go into the Army if you can, but you are on probation so they won't take you.

Mr. **Smith**. Yes, sir.

Senator **Levin**. How much probation time do you have left, Mr. Sullivan?

Mr. **Sullivan**. It was 4 years, and it started when I went to the Camp, and I went to the Camp on July 31.

Senator **Levin**. So you've got about 3½ years to go.

Mr. **Sullivan**. I've got about 3½ years to go, yes.

Senator **Levin**. How would you summarize the camp? Put it in your own words—what's the lesson of that camp?

Mr. **Sullivan**. The lesson, I'd say, is to teach self-esteem, self-discipline and responsibility. The staff is there to help you, but it takes a lot in your own behalf to strengthen yourself. I mean, they'll guide you through it, but it's up to you whether you want to make it or not. If you have loved ones out in the real world, then that should give you enough incentive to make it.

Senator **Levin**. Can family visit people at boot camp? I didn't ask that question before. Can you get visitors at all during that 90-day period?

Mr. **Sullivan**. No, sir.

Senator **Levin**. Not did you have any, but are visitors allowed?

Mr. **Sullivan**. No, sir.

Senator **Levin**. Okay. I didn't ask you, Mr. Sullivan, how old you are.

Mr. **Sullivan**. Nineteen.

TESTIMONY OF ROGER BROWN, PROBATIONER, MOUNT PLEASANT, MI, ACCOMPANIED BY ROBERT S. LOUISELL, PROBATION AGENT

Senator **Levin**. Mr. Brown, how old are you?

Mr. **Brown**. I am 21 now. I was 19 when I went to Camp Sauble.

Senator **Levin**. And what crime did you commit that sent you off to boot camp?

Mr. **Brown**. Breaking and entering, attempted safe-breaking.

Senator **Levin**. Did you have a prior criminal record?

Mr. **Brown**. No, none at all.

Senator **Levin**. And were given an option; did you understand that there was a choice between going to prison for a longer period of time or going through this hell?

Mr. **Brown**. Yes. I could have a year in the county jail or 90 days in special incarceration.

Senator **Levin**. And were you told about how tough it was?

Mr. **Brown**. Yes—well, my attorney took me out into the hall when the judge asked me what I wanted to do, and he told me that it would be tough and that he didn't know if I could make it or not, and I said I'd rather do that than be in prison.

Senator **Levin**. Because of the length of time, or because you saw it as a challenge, or what?

Mr. **Brown**. Because of the things I've heard about prisons and how dangerous they are and the people in them and how they can be toward you. I thought it just could have ruined my life if I'd have gone that way.

Senator LEVIN. And you were told how long a sentence you were going to get if you didn't go to boot camp, right—it was either a year in prison or 90 days in boot camp?

Mr. BROWN. Yes.

Senator LEVIN. What county?

Mr. BROWN. Isabella County.

Senator LEVIN. Were you afraid when you got there?

Mr. BROWN. Of course.

Senator LEVIN. Did you know what to expect?

Mr. BROWN. A little bit. My attorney had told me a few things about it, but nothing like it is when you get there. Words can't explain it.

Senator LEVIN. Try.

Mr. BROWN. It's just like they say, you've got to be there to get the full impact of it.

Senator LEVIN. Try it. Give us a description when that hand came through that door.

Mr. BROWN. Your blood pressure went right up and you were really scared. You didn't know what was going to happen to you. You didn't know what was going to be next. Just like they said, you're getting orders from here and here, and you don't know which ones to take and which ones not to and what to say.

Senator LEVIN. Did you think about quitting?

Mr. BROWN. Yes, I thought about it.

Senator LEVIN. How often?

Mr. BROWN. Just in the beginning when I first got there, but I knew the consequences.

Senator LEVIN. But you did not actually quit and go through that process?

Mr. BROWN. No, I did not.

Senator LEVIN. You never said to anybody, "I quit. I've had it."

Mr. BROWN. No.

Senator LEVIN. Why not? Was it still a fear of prison, or was it something else?

Mr. BROWN. That, and wanting to be back home with my family.

Senator LEVIN. Do you live in Isabella?

Mr. BROWN. Yes, I do.

Senator LEVIN. Did you have discipline problems at the camp? Did you get a lot of demerits?

Mr. BROWN. I had three demerits total.

Senator LEVIN. Is that a lot? I don't know whether that number represents a lot of demerits, or not.

Mr. BROWN. I don't think it's a lot. I think the average is between 20 and 30.

Senator LEVIN. Okay. Take a guess—what percentage of the men at that boot camp were getting something positive out of it, and how many were just going through the motions—as tough as those motions are?

Mr. BROWN. I would say around 80 to 90 percent were getting something out of it; some were just there just to be there, you know, because they got sent there, and that's the only reason they were there.

Senator LEVIN. So 10 to 20 percent were faking it.

Mr. BROWN. Yes.

Senator LEVIN. Do you think the staff knew which were faking it and which weren't?

Mr. BROWN. Yes, I think they did, just because of the attitude, the way they talked and the way they went about their activities, how they even did PT and things; they could tell they weren't giving 100 percent.

Senator LEVIN. What is your court status today?

Mr. BROWN. I am on probation now.

Senator LEVIN. You are still on probation. For how long?

Mr. BROWN. For 5 years total; I've been on it for a year and a half.

Senator LEVIN. Are you working?

Mr. BROWN. Yes. I am employed by UA Local 85, Plumbers and Steamfitters.

Senator LEVIN. And are you on some kind of a monitoring or tether program?

Mr. BROWN. No sir, I am not.

Senator LEVIN. I want to learn more about that in a minute.

Do you think you'll get in trouble with the law again?

Mr. BROWN. Definitely not.

Senator LEVIN. You are confident?

Mr. BROWN. Real confident.

Senator LEVIN. Is he too confident? What do you say, Mr. Louisell?

Mr. LOUISELL. No; he's the best one in my caseload; I don't see him getting into any more trouble.

Senator LEVIN. Okay. Let me get back to the probation officers. Mr. Fobbs, tell me again about the tether program.

Mr. FOBBS. The tether program is required for I think a period of 90 days for placement of a boot-camper who graduated from the program. We have a tether agent in my office, and in fact he is actually supervising Michael now; he will be supervising Michael for the length of his placement on the tether program. Michael has been hooked up; he is not hooked up now, but when he gets back home, he'll be hooked up again, and he has a certain range he can go.

He can go to work—I think that's just about it—maybe go to church, and he will be under the control of the tether program, electronic monitoring.

Senator LEVIN. And that is for 90 days, you said?

Mr. FOBBS. Ninety days. However, the judge in this case ordered the program for 6 months.

Senator LEVIN. Why is it not 6 months? What happened?

Mr. FOBBS. I beg your pardon?

Senator LEVIN. You said the judge ordered the tether program for 6 months.

Mr. FOBBS. Yes, for 6 months for Michael. Michael was resentenced after he graduated from the boot camp program. The Department of Corrections requires 90 days, I believe. However, the judge wanted a longer period of 6 months.

Senator LEVIN. All right. What is your impression of the boot camp system? Do you have enough people under your supervision that have gone through the process that you can judge it compared to a prison process?

Mr. FOBBS. Well, Michael is my second probationer, so I have not had a lot of experience in it. Reading the statistics, I think Ingham County sent 12 probationers to the boot camp program last year, and we have about 13 agents in the office. So we don't send many to the boot camp program. But generally speaking, just with the two probationers I have had, I am really impressed with their attitudes. After they get off the Greyhound bus, they come straight to my office. In fact, my office is only about two blocks from the Greyhound bus station, so it is usually the first step. And they are continually saying, "Yes, sir, yes, sir, yes, sir." That discipline has really been instilled in them, and I am really impressed with their attitude.

Both of my boot camp graduates commented that they don't mind doing hard work now, and it is easy. One said, "I can work two or three jobs now, no problem whatsoever."

Senator LEVIN. What kind of post-treatment program do we have now, and do these guys have a tough time maintaining that self-respect and self-discipline after they leave the camp? What do you suggest, if anything, that we do to have a post-treatment program to make it easier for them to keep that self-discipline, if anything?

Mr. FOBBS. We need to do exactly what we are doing now—placing the probationer on a tether; some job assistance. My first boot camper, we lost, I think, because of the fact that we did not have much set up for him, and he had residential problems trying to find a place to stay. We need more halfway houses for young offenders.

We now have a halfway house program in the Lansing area for our young offenders for G.E.D. programming, educational assistance, job placement assistance. I think the key would be a halfway house for these offenders.

Senator LEVIN. How about jobs? Mr. Smith has been looking for a job and hasn't had any luck. How important is that?

Mr. FOBBS. A job is very important for a person to feel a part of the community and being really integrated, I think. I have referred him to the New Way In job placement center, and he has been going through the application procedure with them. He just graduated a couple of weeks ago, so there hasn't really been much time to get something going. However, I anticipate that he will have a job within about a week.

Senator LEVIN. Really?

Mr. FOBBS. Yes.

Senator LEVIN. Is there job training available if he wants it or if it is appropriate?

Mr. FOBBS. There is some job training available.

Senator LEVIN. Okay. Mr. Louisell, we understand you've got a statement, too. Perhaps you can summarize it. I don't know how long it is—how long is your statement?

Mr. LOUISELL. Well, most of it deals with Mr. Brown, and you have questioned him anyway.

Senator LEVIN. All right. Perhaps we'll put that in the record if that is okay.

Mr. Louisell, can you give us your personal experiences with the boot camp process?

Mr. LOUISELL. I have received three individuals from the boot camp program. The first was Mr. Brown. He had no prior criminal record whatsoever. He became employed practically right away.

The second one—this was in October of 1988—in February of 1989 and in March, our particular court sent up four individuals. One of them completed the program and was a codefendant of Mr. Brown. And like Mr. Brown, he had no prior criminal record and became full-time employed almost immediately.

The other three failed the program.

Senator LEVIN. Failed the boot camp program—left the program?

Mr. LOUISELL. Yes.

Senator LEVIN. Okay.

Mr. LOUISELL. One of them completed 1 full day. He went in on Wednesday, completed Thursday, and was dropped from the program on Friday for disruptive behavior.

The second individual completed——

Senator LEVIN. Excuse me. Stop right there. And then that person went to prison?

Mr. LOUISELL. Yes. He had a probation violation, and he was brought back before the judge, and the judge sentenced him to prison.

The second one completed 45 days, and there was discussion of escape, so he was removed from the program. He ultimately went to prison.

The third individual completed 2 weeks and quit the program. It was actually the second time he had quit, and they gave him the opportunity to continue after the first time and, I guess, let him wait it out at the camp for the sheriff department to pick him up. He was brought back to Isabella County. I interviewed him at the jail, and he had had such a change of attitude within the 2 weeks he was in the program that I convinced the judge to continue him on probation. And he secured a full-time job and was a law-abiding citizen for 3 months until he fell back into substance abuse, ended up breaking into a vehicle, and was sentenced to prison.

Senator LEVIN. Okay. I think you told your staff that you favor expanding the boot camp program to older people. Most people feel that this program works best for younger people. Why do you think it would work for older felons?

Mr. LOUISELL. I think it could be tailored to the older individual, maybe less vigorous physical training. But a lot of the older individuals have about the same maturity as the younger ones, and I feel that this type of environment might give them the self-confidence and self-esteem that they lack.

Senator LEVIN. Mr. Louisell, you did not comment on the aftercare program. Do you agree that that is a needed part of this program, that it be added?

Mr. LOUISELL. I think intensive supervision is very important to the individual.

Senator LEVIN. Mr. Fobbs, the guidelines for this program do not make it available to people before, usually, they are off to prison—in other words, first and second offenders typically are not sent to this program. Do you think it would be useful to make it available to first and second offenders?

Mr. **Fobbs**. I think it could be quite beneficial to first and second offenders.

Senator **Levin**. Would you have to have a threat of a long prison sentence as the alternative to make this work? I guess that is another way to phrase this question. We had a situation here where Mr. Sullivan had a 14-year prison sentence facing him, and that tended to focus his mind and I think helped him get through the program. By his testimony, he figured if he could get through that, he could escape a long stretch in prison, and that was one of the incentives that he had.

We don't have that incentive frequently with first offenders of nonviolent crimes particularly. To what extent will this program be useful, do you think, for those kinds of people, or do you have to have that long jail stretch facing you to make it work?

Mr. **Fobbs**. Well, I think the greater threat of serving more time in prison would mean the greater likelihood that a person would complete the program because we have offenders who—some of our offenders don't want to work even when there are jobs available, because I have had that experience being a probation officer, where it is almost like pulling teeth sometimes, getting a probationer to work on a job, get up at 6:00 in the morning. A probationer is not likely to complete the boot camp program if there are no incentives to do it.

I think some would complete anyway, but I think the failure rate would really increase if we were not as selective in placing those in the camp who have a lot to lose by not completing the camp.

Senator **Levin**. Mr. Louisell, do you have any comment on that?

Mr. **Louisell**. No, I don't. I would like to indicate that Mr. Brown was facing life in prison when he was sent to the program. And as a probation officer, I appreciate being able to use it as an alternative to a lengthy prison sentence, especially for somebody with no prior criminal record like Mr. Brown.

Senator **Levin**. Thank you all for coming. It has been very helpful testimony to us. We wish you all the best of luck, and thanks again.

Our final witness is an old friend of mine, Judge Dalton Roberson. I want to welcome you, Judge Roberson.

Judge Roberson is the Executive Chief Judge of the Recorder's Court in Detroit. I believe you are accompanied, Judge, by Daniel Fontella, who is Deputy Director of Probation of Wayne County, and Ms. Kathleen Schaefer, Court Probation Aide, who is assigned to Judge Roberson's court.

Judge, to you and your colleagues here, we very much appreciate your coming to Lansing today. We have had some fascinating testimony already this morning. Before you came, I believe, we had an 8-minute videotape showing us what it is like in Camp Sauble, and we have had, as you witnessed, testimony from some of the men who finished the program at Camp Sauble as well as their probation officers. We have heard from Senator Jack Welborn, who I think was the original sponsor of this legislation, who is still here—

Judge ROBERSON. We're trying to get them to build one in the old Receiving Hospital. We even toured it, but then they found out there was asbestos in that building, so we can't use it.

Senator LEVIN. We welcome you, Judge. It has been too long since I have seen you.

TESTIMONY OF HON. DALTON A. ROBERSON, EXECUTIVE CHIEF JUDGE, RECORDER'S COURT, STATE OF MICHIGAN,[1] ACCOMPANIED BY DANIEL M. FONTELLA, DEPUTY DIRECTOR OF PROBATION, WAYNE COUNTY, AND KATHLEEN SCHAEFER, COURT AIDE

Judge ROBERSON. Thank you. Our paths cross every once in a while.

On behalf of Mr. Fontella and Ms. Schaefer and the judges and staff in the Recorder's Court who handle the criminal docket for Wayne County, we are happy to be here.

I am a total proponent of the boot camp system, as I am sure Mr. Mitchell told you. We think that it is something that is needed, more of it, and it has to be expanded and improved on.

Right now in Wayne County, we have over 14,000 felony cases on supervision as compared to 38,000 statewide, so we are almost halfway. Of these 14,000 probationers, 5,000 of them are males under the age of 25, with an additional 4,000 falling between the ages of 25 and 35.

Unemployment or underemployment is rife in this population. Most of them are unemployed. Most of them have some type of substance abuse problem.

Right now in Wayne County, the judges of the criminal court have sent over 300 people to the boot camp, and there is a waiting list now of 6 to 8 weeks in order to get some people in there. Senator, that's a problem, because when we have to wait, that means they are sent right back to the community, in most cases, that they came from.

In extreme cases, my court aide, Ms. Schaefer, will try to beg upon the sheriff to put them in the Wayne County jail until we can get a bed for them, but in most cases they go back to their community and wait until we can get a bed and call them up and tell them to come in. We usually give them a date—what, Kathy—2 days before they are supposed to be there——

Ms. SCHAEFER. Right.

Judge ROBERSON [continuing]. So that they can be transported.

And we understand that there is a financial problem with the State in building these things. I have often—Kathy and Mr. Fontella and I have often been in a position where not only have we advocated the boot camp, but we were strong proponents of the aftercare program, and we do have some parts of that now in Wayne County whereby they come back from the boot camp and they go to a halfway house for further supervision, where they can be eased back into the community.

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[1] See p. 155 for Judge Roberson's prepared statement.

I have had a couple who have come back to me who have completed the program and were really enthusiastic about their success.

Being a judge from a large, urban, metropolitan, high unemployment, high welfare recipient type of area, many of the young people we put into this program, this is the first time they have ever had any discipline whatsoever. I am sure you remember your days back in the defender's office, when you were standing before the judge, and you were wondering where your client is, and you have worked out an excellent plea bargain for him, and he is facing 15 years in jail, and finally out of desperation, you call his house, and he answers the phone with all this sleep in his voice, and you ask, "Where are you?" And he says, "Well, I overslept." How can you oversleep when you are facing 15 years in jail?

But this is the kind of thing we are up against, and it doesn't change if we simply place them on probation and send them back into the community. The probation officers then have a problem of them not reporting, not because they have anything to do, but reporting requires some type of discipline, and they don't have that.

When they come back from the boot camp program, the two or three that I've had who actually came in personally and talked to me, they were real enthusiastic about the fact that they had completed something, they had attained some goals.

The problem that they faced, and I'm sure most of the probation officers will tell you that our boot camp successes face, is that they come back into the community and they go back into the same environment, and the same peer pressure, the same forces are pulling at them—unless they are able to find some type of at least minimal employment, it is not long before they are back to their old habits, even though they might struggle not to go back to that.

The further problem is, as was indicated by the probation officers who were here, that we are in a situation where unless you commit a certain number of crimes—as you said, you've got to get your third offense and be prisonbound—you can't get into the program.

Now, I recognize that that is probably a financial consideration that the State had to make. I would love to see a situation where many of our young offenders, the first time that they come into the criminal justice system, if their juvenile record is of such a nature, and their home situation is of such a nature, that we could say to them that this is a boot camp prospectee, and hopefully, we can turn him around before he has committed a lifetime offense, or in the other young man's situation, a 14-year offense. The 5-year receiving and concealing as I see it is merely a graduation to something else. The first time is a stolen car, the second time is a B&E of an occupied dwelling, and if we are not careful, the third time might be a armed robbery or a murder, and then we're talking about long prison sentences.

And in many cases in our jurisdiction, with the present plea bargaining policy, we can't even put them into the boot camp program because they are faced with a mandatory jail sentence, and you can't give them probation as part of the boot camp sentence; you've got to send them to prison, which I think is a tremendous expense to the State.

And the last thing I would like to say is if the boot camp is going to be successful, we have to have in our corrections departments some type of situation where boot camp "failees", for lack of a better word, do not go and simply lie around for 2 or 3 months in a prison bunk and then go back to a corrections center.

And I want it understood that this is not criticism of the corrections commission, but I hope it is a solution, because when we send them up there and they see the toughness of this program, we can't have their buddies telling them, "Look, you don't have to take this, because if you opt out of the program and go back to the judge, he'll give you 2½ to 4 in the State prison," but you're only charged with possession or receiving and concealing, and you go up there, and they don't have anything for you to do in prison because of overcrowding, so you just lay in your bunk for 2 or 3 weeks, and then they'll send you back to a corrections center, and subsequently you have escaped this heavy discipline.

It has to be a situation where, once they flunk out of the program, whether it is by their own choice or by the staff's choice because of their failure to obey the rules, it has to be impressed upon them that the punishment that they receive is worse than the discipline that they were receiving at the boot camp.

I am open for any questions you may have.

Senator LEVIN. In other words, they've got to face a longer stretch or a tougher sentence in some way for boot camp to work?

Judge ROBERSON. Definitely, definitely, because the threat of what might happen if you fail has to be greater than just completing the program and coming back.

Many of our guys, all of a sudden, they face that they've got to get up at a certain time, someone tells you what to do—they've got responsibilities. They have never had that before. And they get to the point of, well, I can go back to my old community ways by going to a prison, because there, I won't have any responsibilities, either. I'll lay on my bunk until it is mealtime; I'll go from mealtime to mealtime to bedtime, and someone tells me where to be at all times. Therefore, I prefer that to having to saw these logs or dig these ditches or whatever it might be.

I think we have to do that, some part of that program.

I am also a strong proponent of hooking these programs up, Senator, in some type of way with the vocational schools in the City of Detroit. In my presentation, you will notice I didn't cover it, but we have to give them some type of meaningful training, as Mr. Fontella was saying—auto repair.

You know, we are coming to a service society fast, and we have to know word processing, computer programming, all of those things. And if there were some way that either money could be available, or the Board of Education could be brought into it through State law or Federal law, whereby these people could be made available to the vocational schools—because from what I am hearing, the vocational schools are only half full——

Senator LEVIN. Are you talking about after——

Judge ROBERSON. After, when they come back from the boot camp, in that 120 or 160 or 180 days; they would be required to enroll. Many of these people do have skills; they just have no responsibility or discipline to exercise that.

Senator LEVIN. While you are still sitting here, let me ask Mr. Curtis about the education while you are still sitting here, in the boot camp. During that 2½ hour period, I believe, at night, there is some kind of training going on. Is there any vocational training in the boot camp?

Mr. CURTIS. No. We can't; we don't have that kind of time.

Senator LEVIN. All right.

Judge ROBERSON. Or facilities.

Mr. CURTIS. Or facilities.

Senator LEVIN. There is none of that going on. So it is more critical that it happen afterwards.

Judge ROBERSON. It could be made a part—when the boot camper now, under the present law, comes back, most of the time he goes to a halfway house. Basically, the halfway house could probably tether him or put him under supervision where he could leave at 8:00 in the morning and go to the vocational school, because I think that the boot camp has a G.E.D. program—you start them on a G.E.D. program even if they don't finish—and they could continue that through and probably come out with some type of training whereby when they finish up the whole program—because I think, Senator, ultimately, ours is going to be about a whole year, isn't it, the boot camp plus the aftercare?

Senator WELDON. It is supposed to be 120 days.

Judge ROBERSON. One hundred twenty days, plus 120 days plus another 120 days; 8 months. Within that time, they probably could be—and in many of the cases, I think the young people who come through the program probably, once they got a taste of one, discipline and two, responsibility, and they come back to the halfway house and recognize that someone is really trying to push them in the direction, they grasp that, and they start wanting to succeed.

I think the problem is when we bring them back after we are finished with them, and we have reshaped a very crude product, there is nothing to do with it after that; we turn it back to where it was. And it doesn't take long for those forces to start pulling on it.

Senator LEVIN. Have you talked to the Board of Education?

Judge ROBERSON. No, Senator, I have not talked to the Board of Education. I have thought about it, and probably I was hoping it would eventually become part of some kind of drug prevention program, because many of these people who are coming through the program are in some way involved with drugs—they are either quick sellers or quick users, and they could be brought back this way.

Senator LEVIN. We may be able to be helpful in that regard, too, by the way, and we are happy to do that.

Are the juvenile judges familiar with this program, and do they see any elements of this program that they might be able to use while these people are still juveniles before they become adults, 17 and older?

Judge ROBERSON. I have never discussed it by saying to a juvenile court judge: Do you think this program would work? Although I think that it could be very well adapted to the juveniles, and it might help, Senator, because it might save us a lot of money at an early stage in many of these kids lives.

You know, now in Michigan, the adult courts are getting deeply involved with the juveniles, because we get all of these automatic waivers from the juvenile system because the prosecutor simply charges them as adults, and after the defendant either pleads guilty or is found guilty, then the criminal court judge has to make a determination as to whether or not, simply for the purpose of sentencing, he will treat the juvenile as an adult or as a juvenile for the purpose of sentencing.

So we are now in the process of sending people to the juvenile authorities for sentencing. What we do is place them on probation and commit them to one of the youth homes, the juvenile centers. And we are filling it up at a fast rate. So they are going to have to eventually look into some of these programs, other than just warehousing these kids.

Senator LEVIN. You said there is a waiting list of 6 to 8 weeks. How does that work mechanically? Does someone give you notice that there are a certain number of spots in a boot camp; do you get it from the Corrections Department? How does it work precisely?

Ms. SCHAEFER. We are provided with a certain number of beds on a monthly basis, I think it is. And when the person comes before the court for sentencing, we call the boot camp staff in Lansing, and we find out what the next date would be for the person to be placed, and then at that point the judge decides whether or not the person is to remain on bond or the person is to remain in custody. And the person is either held in Wayne County Jail for that 6- to 8-week period, or they are released on bond and told to appear back in court 2 days prior to their entrance date.

Senator LEVIN. Now, do some judges not send people to boot camps because there is a space limitation, period?

Judge ROBERSON. No.

Senator LEVIN. In other words, what they'll do is just simply say okay, there is a wait now; come back in 6 to 8 weeks; we'll put you on bond, whatever it is. So we don't know of situations where the judge says to himself or herself, gosh, I really want to send this person to boot camp, but we've got a long waiting period, so I'm just sending this person to prison instead.

Judge ROBERSON. No. And as the Chief Judge of the Court, I don't think we've ever had that problem——

Ms. SCHAEFER. It has been a problem with other programs, but I don't know that it has been a problem with the boot camp.

Senator LEVIN. It is kind of hard to tell, in a way. It is the mental state of the judge, right?

Judge ROBERSON. Well, I have said to the judges at our judges' meetings that if you come up with this problem, call me, and I will try to call the boot camp people to get you a space, rather than send the young man to prison simply because of a waiting period, or because of the overcrowded conditions at the Wayne County Jail. I have to review the list every once in a while to see who we can let out and not create a threat to the public.

So I will say to that judge if you are really concerned about whether he is going to be on bond or in the jail while you are waiting, I'll make sure that he is one that I don't let out while we are waiting for him to go to the boot camp if that is your hang-up about sending him to the boot camp.

Most of the judges are enthusiastic about this.

Senator **Levin**. That was my next question.

Judge **Roberson**. You know, Senator, the way our court works, 60 percent of our cases are disposed of by seven judges, and those judges are extremely enthusiastic about it, so they send the bulk of the people to it, because they get all the pleas out in early stages.

Senator **Levin**. Both Mr. Fontella and Ms. Schaefer were nodding their heads about judges being enthusiastic about it, by the way.

Judge **Roberson**. It needs to be expanded, though, and that has come from Senator Welborn. I have always believed that the one fault that our criminal justice system has is that we give too many young people too many free crimes before we say: Now we've got to do something with you. And that is not a decision that the judge makes because he is lenient or hard; it is simply we recognize that we have to use our resources in the best manner.

I got in trouble once at a social affair when a lady came up to me and said that I was the judge in a case where her car was stolen, and I gave the defendant probation. And I didn't realize that she was so serious, and I said, "Well, lady, you have to steal three cars in Wayne County before you go to jail." And she was extremely upset. But that's basically what happens, you know.

Senator **Levin**. In terms of jail space, pure prison space.

Judge **Roberson**. Pure space. You know, I can't send a defendant who guidelines out in zero to 3 months to prison for 6 months to 5 years, recognizing that the next person that is going to stand before me might be charged with five robbery arms—it might be a murderer. And we've got to deal on that basis as to what we deal with them.

Senator **Levin**. What about drug offenders—is this a particulary good or not good program relative to drug offenses?

Judge **Roberson**. Well, I think it would be a good program for drug offenders if there is some type of treatment for them.

I think, Kathy, a couple of times we have had drug offenders where you said they needed to go into a treatment program before they go to the boot camp; right?

Ms. **Schaefer**. Yes.

Judge **Roberson**. She has found them, and they say, "I want to go," but we find out they've got a severe drug problem, and we recognize that they won't exist for 20 minutes once they get up there if they've got a severe drug problem.

I don't see drug addiction as being a total bar to the program, and I don't have any expertise as to what the staff thinks about that, as long as a person who is addicted gets some treatment before he goes up there. We have had them where we've had to send them back to doctors. I think we sent one up to you, and they discovered that he had spinabifida. This kid hadn't been to the doctor since he was 8 or 9 years old, and he didn't even know he had it, but when he got up there, they found it and sent him back and told us that physically, he would not be able to complete the program. We have had them with gunshot wounds that they can't go through the program.

Senator **Levin**. We have been told that this is supposed to be an optional program, and one of our probationers wasn't so sure he was given an option, but the other 2 basically said they remembered being given the option. Is it your understanding, the judges' understanding, that this is basically a program where someone is told, "Look, you've got two choices—you are going away—that is not a choice. You are either going here—and it is tough, and it is rigorous, and some have described it as hell—for 90 days, or you are going to go away to prison for '*x*' number of years." Is that your understanding of the design of the program and the way it works in practice? I know it is designed one way sometimes, and in practice works a different way. But is that the way it works in practice?

Judge ROBERSON. The option is limited, I will say that. The judge usually says, "Young man, you are on your way to Jackson Prison or to the boot camp. Which one do you want?"

Senator LEVIN. So there is that option?

Judge ROBERSON. The statute requires that we——

Senator LEVIN. But in practice it is done that way, too.

Judge ROBERSON. Yes, yes, because you know, at the point of allocution, we tell them what the options are. It is forced options, because I think most of them—I have not had people choose a jail term in the beginning, say, "I'd rather go to prison than go to boot camp." Now, some of them will go up there, and when they find out how tough it is, they'll say, "I'd rather go to prison."

That is why I say the punishment once they reject the program has to be tougher than simply going and sitting around for a year, while they wait to see the parole board.

Senator LEVIN. In practice, do the judges give alternatives in terms of time? Do they say it is 120 days or 90 days in boot camp or it is going to be years in prison, or do you just say: "You've got two choices—you are going to boot camp, or you are going to prison." How is it done in practice?

Judge ROBERSON. I would think that most of our judges don't tell them what the actual time is going to be as to prison. They will simply say young man, or young lady—we don't have ladies yet—but they will say it is either prison or the boot camp—which one do you want?

Senator LEVIN. Are they allowed to specify a length of time?

Judge ROBERSON. They can. I don't see anything wrong with it because at that point, basically, the judge has made up his mind as to what the sentence is going to be, and if he comes out on the bench and says, "I read this pre-sentence report last night, and I thought about giving you 2 years to 5 years on this receiving and concealing, but because of the option of the boot camp, if you take it, I'll let you go to the boot camp."

There is nothing wrong with that.

Senator LEVIN. So that is allowed——

Judge ROBERSON. Yes. We would not be sentence-bargaining at that point, because everything is in place. The prosecutor is now in our counties beginning to use boot camp as a plea bargaining sentence agreement type of situation whereby he says that we will reduce the charge if this defendant gets 90 days in the boot camp.

Senator LEVIN. What happens then after the charge is reduced, and they fail boot camp?

Judge ROBERSON. We just send them to prison—let's say it's a possession——

Senator LEVIN. Don't you lose your clout, your leverage, your stick?

Judge ROBERSON. No, because we still have the 5 years we would save. Let's say the original crime is delivery of a small amount of cocaine, and that is a one to 20 mandatory lifetime probation. Mr. Richard Krisciunas who works in my courtroom would say, "I'll reduce it to possession with the intent to deliver," which is a 5-year max, "if the defendant gets 90 days in the boot camp."

Senator LEVIN. But they've still got that 5-year max out there.

Judge ROBERSON. They've still got that 5-year max.

Senator LEVIN. So you don't reduce it to a 90-day——

Judge ROBERSON. Oh, no, no, no, no.

Senator LEVIN. It's just that the max is—the threat is still there.

Judge ROBERSON. Yes. Well, you also have to understand, Senator, on these delivery cases, we can't send the defendant to the boot camp on the one to 20 mandatories, which I think we are going to have to look at again, because you see, the options for the judges are two: he can either place the defendant on probation for life, with no provisions, because the statute says there can't be any provisions—right, Kathleen——

Ms. SCHAEFER. That's correct.

Senator LEVIN. There can't be any——

Judge ROBERSON. No boot camp on those types of sentences—or the defendant can go to jail for anything from one year up to 20 years. Those are the options. So most of the defendants either get lifetime probation if they are first offenders; or if they are second or third offenders, they get anywhere from one to 20, 2 to 20.

Senator LEVIN. What are the crimes where boot camp is not a possible place for incarceration?

Judge ROBERSON. Well, that particular case would be.

Senator LEVIN. And what is the reason for that? You said "no provisions"—go through that again.

Judge ROBERSON. Well, the statute whereby I sentence a defendant for delivery of less than 50 grams of controlled substance simply says the defendant shall be placed on probation for a period of life or, in the alternative, sentenced to one to 20 years in jail. That's the punishment.

Now, there is a part of that statute that says for compelling and substantial reasons, I can change it. But if I put him on life probation, I can't send him to the boot camp, you see, because they don't allow for any of those——

Senator LEVIN. I see. Is that the only crime that that is true for, that you know of?

Judge ROBERSON. Well, we've got the robbery arms, which carry mandatory prison, murders, and things like that, for which we can't send them—but other than that, yes, that's the only thing.

Senator LEVIN. The only one with a "mandatory life probation or—".

Judge ROBERSON. Right, that's the only one.

Senator LEVIN. Judge Terry Boyle, your colleague and a friend of ours, told the Subcommittee that one of the most striking things that he has seen in the past several years is a total lack of remorse and restraint on the part of many young offenders who come before him compared to 5 or 10 years ago.

Do you agree with that? Is there a change in that, or not?

Judge ROBERSON. Yes. Many of the defendants are so young, and the whole criminal population has changed. They are coming from backgrounds where their conduct in the community is not met with that much disapproval. When they get before us, they don't know how to react. In many cases, I see lawyers when they come to the point where we are required by statute to allow them to allocute, the lawyers tell them, "Don't say anything," because they don't want them to say the wrong thing.

So I don't see as much remorse. Senator, especially in these drug cases, a lot of these people coming into the court just see it as a quick opportunity. They don't see the destruction that cocaine or heroin cause to the community. All they know is that, "I am unemployed, I have no money; I have very poor living conditions, and somebody comes along and says I can make 50 bucks by taking this up on the corner and selling it. It is not my intention to hurt anyone. All I want is the 50 bucks."

They don't see it in the light that you or I see it, as a destruction. They don't see any connection between the fact that whole neighborhoods are destroyed by what they are doing. All they see is that, "I made a quick 50 bucks, and unluckily, I got caught, and if I get out of this situation, I might not do it again," but I would not like to ask every defendant for a promise not to do it again.

Senator LEVIN. The urban boot camp idea, I think you made reference to that in your testimony, and I think you have discussed that with Detroit officials.

Judge ROBERSON. With Senator Welborn; he spent a whole afternoon with us, traveling through Receiving Hospital, wading through dog manure and everything else. We wanted it very badly; we wanted it very badly.

Senator LEVIN. Where does that stand?

Judge ROBERSON. Well, I—Senator, whatever happened on it?

Senator WELBORN. I might be able to address that, Senator. This Wednesday, I am meeting with the Deputy Mayor and people from the Governor's office, and we are entering into an agreement to try to develop an urban boot camp program, which will be a second phase. It will be a residential phase. It will also tie into some of the stuff that Judge Roberson has talked about, like the vocational training schools that have expressed an interest in cooperating with us on that.

Senator LEVIN. Judge, just one more question for you, and then I'll ask your staff some questions, too.

You have told the Subcommittee that one of the best features of the boot camp is the certainty of consequences that are built into the system, which is the ability to punish immediately, or to punish for bad conduct right away. Why is that factor important, in your mind, and how does that differ from the normal prison setting?

Judge ROBERSON. Well, Senator, I see many of the young people that I send to prison—except for the overcrowding, prison is not really that bad; it is, in some cases, an improvement of their living standard. It takes away from them the desire or the need to have to search for food, clothing, and the other things that you need in a daily subsistence. Plus, when they come back—and I'm sure that in the boot camp, it builds up peer pressure, and as the young man was saying, he sees other kids graduating, and even though he thinks about quitting, he says, "One day, I'll be at that stage, so I'll keep trying."

Too many of the people who come before the court, by the time we get around to the punishing stage, that is, the real severe punishment, it is too late anyway. They have committed a crime where you're talking about giving 15 to 20 years, and what you're really doing then is talking about segregating them from society until hopefully they are—as Judge Boyle said last week, by the time you get back, you won't be in any physical shape to commit a crime.

So many of our young people don't see going to prison as punishment because it is so overcrowded that they know that all that is going to be done is that they are going to be warehoused for whatever period of time, and if it is not a long period of time, it is somewhat of a vacation for them to get away from everything for a while.

Living in the conditions that some of them live can be extremely dangerous, as I am sure you are well aware, in the city and in Washington, so they don't have to worry about that for a while, and they know that they are going to be fed fairly decently, and even though it is overcrowded, at least they've got a bed to sleep in; they don't have to worry about somebody walking in, shooting their brains out.

So I think when they go to the boot camp, there is an immediate—the drill instructors let them know when their conduct is not according to what they expect it to be and mete out punishment right away, and for many of our young people, that has not happened to them ever in their lives—and all of a sudden, they are expected to conform to some types of behavior norms which are different, and really respect the rights of others.

Senator LEVIN. Thank you.

Mr. Fontella, do you notice any difference in the attitudes of these probationers from others who have gone to prison? Are there enough people you have had experience with to compare?

Mr. FONTELLA. Yes, there are, Senator. As the other probation officers mentioned, the sense of discipline and self-esteem has grown in the individual and this noticable after they come out of the boot camp. Many of them express the fact that they are very proud that they have finally accomplished something.

We get them into the halfway house, and we try to build on what has been started in the boot camp process. Unfortunately, we don't have enough beds in the halfway house to accept everybody we would like to take. Furthermore, we don't have enough meaningful vocational training programs in the city for the individuals that we feel have the aptitude to take advantage of such training.

I think that we have a group of people here that we can really work with and help a great deal. As the judge pointed out, we get individuals into the system who are not whole people, if you will, and we have an opportunity through the boot camp process to return them to the community as whole individuals. They are people who now have discipline, self-esteem, educational training and vocational training; they are now contributing individuals; we no longer have a broken person who is lost to us forever.

Senator LEVIN. Ms. Schaefer, what is your comment?

Ms. SCHAEFER. Regarding the certainty of consequence aspect, many of the people who we come into contact with are found to come to us who have records as juveniles, and with regard to that concept of certainty of consequences, the boot camp I see as a program that gets the individual's attention. And we want a program that is going to get those individuals' attention who come through the juvenile system and have basically been slapped on the wrist. What we want to try and do is stop that cycle of criminal activity.

With regard to this program, I can't speak highly enough, because it is a program that gets their attention.

Senator LEVIN. Have you visited the camp, Judge?

Judge ROBERSON. No.

Senator LEVIN. Did you see the tape?

Judge ROBERSON. A couple of times. It is good.

Senator LEVIN. I have been to a camp and seen the tape a couple of times. The shock part of it which you just described, Ms. Schaefer, is really very, very startling and very critical if you are going to break that cycle and that pattern early.

At the point that these people are being sent away, there is no question that they are going away, they have got to be removed from society. That's not the issue. The question is whether, when they return to society—and these people are going to return to society because they are not in for life terms—whether or not they can come back different and better people, or whether prison is just going to be a revolving door, and they are going to come right through that door just as bad or worse—since in prison, frequently, they end up worse than when they went in.

What we have heard this morning, and from a number of studies that we have seen, boot camp offers an alternative to a system that basically isn't working very well, at least for a lot of people. You have got to get these people off the streets. There is no question. At this point, you have got to get them away from society. They are dangerous, they are antisocial.

But again, you have to keep looking for ways that you can break a behavior pattern. Too often, I think it is a behavior pattern that is not changed for the better in prison; again, too often for the worse, because it can be a school to learn even worse crimes. And this at least is an opportunity for a lot of young people, and more important, an opportunity for society to change that behavior, to crack through, to break through that cycle of behavior.

We are grateful for your coming to Lansing today. It has been a little jog for all three of you. And we are going to take back to Washington some important testimony. We are also going to have another hearing in Washington where we are going to hear about how this works in other States, because what I want to do is get the Federal Government more involved in the boot camp program. Right now, we are not involved; the Federal Government just is not involved. There is one bill that has been introduced, but the Government is not involved for a number of reasons; mostly, the prisoner profile is very different than it is in State prisons. But there are still some things we can do. We can promote their use in State prisons and help expand the vocational side of the program after people leave boot camp, there are things we can do in the drug bill.

We have facilities which are going to become available, now, because we are closing military installations. We closed a lot of them last year, and there is real potential there, I believe, for using closed facilities of the Defense Department for boot camps where the State and local people want it. Obviously, you've got to have that kind of positive response; it's not to be foisted on anybody? But where the State and local people want a boot camp and need a boot camp, we perhaps can use some of these military installations which we have already closed around this country as boot camps, and there will be more being closed given the climate that exists in Washington and in the world.

So we have some real opportunities to become more deeply involved in the boot camp approach. I'm going to go to Milan, by the way, this afternoon to see if it might be applicable there, or portions of it might be applicable there, and again we are grateful for your testimony.

Did any of you, Judge, or the others want to add any comment to what you have said so far?

Judge ROBERSON. We just appreciate the opportunity, because we are always looking for ways to do it differently; we think it will help the City of Detroit and the State of Michigan.

Senator LEVIN. Thank you, Judge, and all of you.

We will adjourn the hearing, and thank you all.

[Whereupon, at 12: p.m., the Subcommittee was adjourned.]

FEDERAL ROLE IN PROMOTING AND USING SPECIAL ALTERNATIVE INCARCERATION

THURSDAY, MARCH 1, 1990

U.S. SENATE,
SUBCOMMITTEE ON OVERSIGHT
OF GOVERNMENT MANAGEMENT,
COMMITTEE ON GOVERNMENTAL AFFAIRS,
Washington, DC.

The Subcommittee met, pursuant to notice, at 9:43 a.m., in room SD-342, Dirksen Senate Office Building, Hon. Carl Levin, Chairman of the Subcommittee, presiding.

Present: Senators Levin, Cohen, and Lieberman.

Staff present: Linda J. Gustitus, Staff Director and Chief Counsel; Jack Mitchell, Staff Investigator; Barbara L. Strack, Counsel; Frankie de Vergie, Chief Clerk; Kim Corthell, Minority Professional Staff Member; and Kenneth Grossfield, Intern.

OPENING STATEMENT OF SENATOR LEVIN

Senator LEVIN. Good morning, everybody.

Today the Subcommittee is looking at special alternative incarceration, commonly known as "boot camp" prisons, and whether the Federal Government should promote and use this relatively new concept.

This is the second of two hearings on this topic. We held the first hearing in Lansing, Michigan about a month ago, where we took an in-depth look at Michigan's boot camp program. We heard quite an encouraging report from State legislators, corrections officials, judges, probation officers and from several offenders who had been through the boot camp program. Today, we are going to look at the national picture.

It is no secret that drugs are a major threat to our domestic tranquility. We cannot just let up in our fight to stem the tide of drug abuse and the crime wave that it brings. The problem is not just the tragedy of the drug abuser, but the crime and culture of lawlessness that drug abuse promotes and the daily threat it poses to our families and our communities.

We need to find solutions, but first we need to admit that there are no panaceas. We need to look at the practical steps we can take to stop drug abuse and the morass of related ills it fuels: the spiral of crime, the ever-increasing numbers of victims, police and prosecutors who are understaffed and overworked and the punishment that often does not work at all. The statistics are staggering. In less than 10 years, the Federal inmate population has almost doubled and the numbers for most States are similar or worse.

Boot camp prisons hold promise as one piece of the puzzle. Prisons are too often nothing but graduate schools of crime, releasing young offenders who are even more violent and antisocial than when they entered prison. Boot camps, I believe, are a chance to break that cycle.

Boot camps are tough—really tough. They provide rigorous discipline, hard work, physical training and a military atmosphere that leaves no room for street-wise talk or attitudes. They are an intensive experience, designed to replace contempt for society's rules with respect for authority, self-discipline and the work ethic.

I have visited a boot camp and at our previous hearing heard directly from inmates who went through the Michigan boot camp program. I am encouraged by what I have seen and heard. One former Michigan boot camp inmate, Michael Smith, testified at our earlier hearing that boot camp is a whole lot tougher than jail. He said, "Because in jail, all you do is sit around, smoke cigarettes and gamble. In boot camp, you are working and you learn how to be a man, really."

Another Camp Sauble inmate—and that is the Michigan boot camp—expressed similar feelings. Michael Sullivan said that, "In jail, you are sitting around, you just lie there, and you have got bars all around you, where at Camp Sauble, you are doing something for 16 hours a day. You are busy, while you are working on strengthening your mind as well as your body."

Right now, although there are boot camps in 14 States, there are no boot camps in the Federal prison system. This is, in part, because Federal prisoners tend to be older than State prisoners and a greater percent have multiple previous convictions and incarcerations.

Mr. Quinlan, Director of the Federal Bureau of Prisons, is here today to tell us whether elements of the boot camp concept can be incorporated into the Federal system.

There is another possibility for Federal involvement and that is Federal support for States that are taking the initiative to establish boot camps. The Federal Government could provide help in the form of grants. Senator Coats has introduced legislation to provide aid to the States and he will testify this morning about his proposal.

Another form of support, one that I will be focusing on in the next few months, is the possibility of making unused military bases available to States that want to convert them into boot camps.

In addition to Senator Coats, representatives from Florida, Georgia and New York, and Director Quinlan, we will hear from two additional witnesses, Professor MacKenzie of Louisiana State University and the National Institute of Justice, and Professor Morash of Michigan State University, who will testify about their research on the usefulness of boot camps.

After the opening statements of my colleagues who are here, we will show a short videotape of Michigan's Camp Sauble, and then we will turn to our first witness, Senator Coats.

Senator Cohen.

OPENING STATEMENT OF SENATOR COHEN

Senator COHEN. Thank you, Mr. Chairman. Let me commend you for scheduling this hearing, the second, as you have indicated. I regret that I was not able to join you at the hearings that were in Lansing.

I think you have correctly stated the case, that our correctional system in this country is in a state of crisis and that there is no easy or single solution. As the Chairman indicated, we are looking for solutions and not necessarily a panacea, because it does not exist.

The Chairman also indicated that our current prison system is really a graduate school of crime. One of the great ironies involved in all of this is that many studies have shown that it costs more money to keep a person in prison than it does to send them to Harvard, either law school or undergraduate school. So, while we are sending our young people off to prisons or graduate schools of crime, we could perhaps be doing a better job at a less expensive cost.

I think the Federal Government has an important role to play in developing and supporting the implementation of innovative approaches to our correctional system. There are a lot of enthusiastic supporters for the boot camp approach. There are also some critics, and one of the reasons that we are holding these hearings is to find out whether we have a new solution which is, in fact, going to prove, over the long term, to be an effective one.

There are some critics, for example, who argue that the military-style atmosphere may actually prove to be counterproductive. There are concerns that such programs might help foster aggressive behavior and careless attitudes. I do not know whether that is the case at all, but I think it is important that we try to find out as best we can the merits of this approach and I want to commend you for calling this hearing.

Senator LEVIN. Thank you, Senator Cohen.

Senator Lieberman.

OPENING STATEMENT OF SENATOR LIEBERMAN

Senator LIEBERMAN. Thank you, Mr. Chairman, and thank you particularly for focusing our attention on the idea of boot camps.

I would just like to make a few opening comments. First, in the war on drugs, which all of us want very much to fight, there is no magic bullet. We are going to have to fight drugs in a variety of ways, including keeping drugs out of the country, punishing those who deal in or use drugs, and improving education and treatment. Part of the problem is what we do with those we apprehend, what kind of message we send when we apprehend people for drug dealing or drug using.

I think in almost every case we have been sending exactly the wrong message to those in our society who are arrested for drug dealing or drug use. I can tell you, in the State of Connecticut, the number of arrests made has grown dramatically between 1980 and 1988. Substance abuse arrests in Connecticut went up a staggering 271 percent. If the prison population continues to grow at our present rate, today's population in the prisons in Connecticut, which is 8,600, would swell to over 22,000 by 1992.

But what is happening to drug dealers after we arrest them is itself a crime, because, as the Chairman and Senator Cohen indicated, in all too many cases the prisons are simply warehouses. I have been to the prisons in Connecticut, in my former role as Attorney General of the State, and I have seen this. People are sitting around listlessly, and drug dealers in particular consider their time in prison to be a vacation, time away from the streets.

One of the ironies, one of the awful ironies of this current drug crisis is we are arresting more people, but we do not have room in our prisons for them. So we are under constant pressure to turn prisoners over and get them out quickly.

In the State of Connecticut, our prison officials have to look at the prison population and make a judgment about who they feel least anxious about letting back out on the streets. Who do they let out? The drug dealers, because when they look at the murderers, rapists, robbers and drug dealers, they decide that letting the drug dealers out on the street has less immediate violent consequences for society. This situation is preposterous, and that is why we have to create alternatives. That is one of the reasons why I think the boot camps are such a good idea. They are at least more than warehouses and they are, at best, an opportunity for people who are hooked on drugs or dealing drugs to change their lives.

Mr. Chairman, I find that on almost every occasion when I go out and hold a public meeting in Connecticut and the conversation gets around to the drug problem, somebody stands up and says, "Why don't we try boot camps again in this country, why don't we try something like the CCC camps of the thirties or military boot camps?"

I know that in some circles, any time an idea is popular with people, the average people, it is assumed to be a bad idea, but I do not agree with that. In this case, I think that people are hungry for some kind of change. Incidentally, these ideas come from all elements of society. People understand that what is at the root of this problem of drugs is a lack of discipline and a lack of values in the dealers and the users. And they understand that perhaps the tough, radical change in lifestyle that is represented by the boot camps can break the cycle of no values and no discipline and lead people to a more law-abiding, drug-free life.

I know that boot camp is not a perfect idea and there is controversy about it. But to me it is an idea that, because of the dimensions of the problem and the desperate need for alternative incarceration, is worth a try and a big try at the Federal level and, hopefully, with the Federal Government's help, at the State level.

We in Connecticut are going to try it this year. Our State Legislature voted to have a boot camp, which will open, hopefully, in November. It is intended at the outset to target younger offenders, who will stay in the boot camp for a 90-day period.

Mr. Chairman, I cannot thank you enough for convening this hearing and focusing our attention on this issue and, hopefully, for putting Congress in a position to lead the way to both Federal and State boot camp programs.

Senator **Levin**. Thank you, Senator Lieberman.

We now have a brief video. This is the Michigan Boot Camp Sauble.

[Videotape shown.]

Senator LEVIN. Thank you.

We are pleased to welcome as our first witness our good colleague Senator Dan Coats of Indiana.

Senator Coats, thank you for joining us. As I mentioned, you have introduced a bill which calls for Federal grants that are targeted to State boot camps and we look forward to hearing your views about your proposed legislation.

TESTIMONY OF HON. DAN COATS, U.S. SENATOR FROM THE STATE OF INDIANA [1]

Senator COATS. Thank you, Mr. Chairman.

It is nice to be in a room with you and Senator Lieberman, discussing a subject other than clean air. We have been toiling away for weeks in a crowded room on that and it is nice to get onto another subject.

I know that all of us have commitments this morning relative to clean air, so for the sake of time, I will just submit my statement for the record and give a brief summary of what I was going to say, to help move things along, plus you have got some experts here that you need to talk with who know more about the subject than I do.

Let me just say that I have invested some considerable time and followed this concept of boot camp incarceration for the past year or so. My staff has done a great deal of work. We have talked with the Michigan correctional people, the New York correctional people and others, and I am excited about the prospect of utilizing boot camps as a way of addressing a whole number of concerns.

Number one, it is clear to us that boot camps benefit the offenders, and it is an alternative way of sentencing that provides self-esteem, discipline, positive new habits that a lot of our particularly young offenders need. From that standpoint, boot camps offer something that prison incarceration cannot offer.

Secondly, boot camp prisons can be a great help to the criminal justice system, because at the current cost of building prisons and with the cost of incarceration in prison, boot camps can offer a lower cost alternative than just simply building new prisons. We need more prisons, but I believe, given the problems we face, we are not going to be able to build them fast enough.

Thirdly, boot camp prisons benefit communities, because I think the experience is beginning to show that boot camps return people to our communities that can positively contribute both to public safety and better citizenship.

And fourthly I think we should not overlook that boot camps also benefit the victims of the crimes, because this kind of program can be combined with follow-up community service and/or restitution to the victims themselves, often the forgotten parties in any particular crime.

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[1] See p. 160 for Senator Coats prepared statement.

My bill calls for some specific things, but one in particular I want to highlight is supervised release efforts, which can combine elements of community service and elements of restitution. I think often we make the mistake of providing programs for beneficiaries whereby we take those individuals out of their environment, provide the service, whether it is incarceration or treatment program or welfare assistance or whatever, and then send them right back into the situation that may have contributed to the problem in the first place. So supervised release and some follow-up effort I think is necessary to make the program even more of a success.

Let me just briefly outline what my bill does, which I will be introducing today in the Senate. I introduced an amendment, as you may recall, to the Drug Abuse Act last year, and it passed unanimously, to provide the Department of Justice with the authority to use its discretionary money to help and assist States in setting up boot camps.

But the bill that I am introducing today calls for a $200 million appropriation, 80 percent of which funds would go to the States to establish and operate boot camp programs. Twenty percent is set aside to provide compulsory drug testing and treatment, where needed, if you are talking about drug offenders, counseling, literacy and vocational education, and job training programs, run either by State or private entities or a combination of the two.

I think it is important that, as the video shows, that the boot camp operation combine the kind of tough discipline necessary, as I said, to break in new habits for individuals, but also provide for literary and vocational education, job training, counseling and the kind of peripheral rehabilitative elements that are often very important to the success of the program. So, we break our appropriation down 80 percent for operation and 20 percent for the other programs.

The bill also requires that grants do not exceed 70 percent of the costs of the project. We want States to participate in this, and we are asking for them to put up 30 percent matching funds, and we are requiring that, of that 30 percent matching funds, 15 percent be provided by private entities, so that we can involve the private sector in this also.

The bill says that Federal funds cannot supplement State or local funds which would otherwise be used for the project. We do not want this to just be a substitution for the work that States are already doing, and we also require annual report back to Congress on effectiveness, so that we can get an evaluation of boot camp projects.

There are various ways that you can set up criteria for participation in boot camps. I had initially looked at first-time offenders, but I think the evidence shows that we ought to have the flexibility to send second- and perhaps even third-time offenders there, depending on their circumstances. I do believe that boot camps ought to be a place for non-violent offenders. Otherwise we run a significant risk of putting those who are engaged in violent crime into a program which basically is designed for early release and movement back to the community. I think that could potentially jeopardize the success of the program if we run into situations where the wrong individual is released for the wrong purpose and goes back and commits a violent crime. The attendant publicity to that, I think it would undermine what positive things boot camps are accomplishing.

In my bill, I have directed separation between violent and non-violent offenders. Obviously, each State would have to make its own determination. I know that the State of Michigan has not done that, and we have talked with the Director and they are quite pleased with their success. We are certainly open to looking at evidence which would suggest otherwise. But I would suggest to the committee that we may be putting ourselves in the situation where the violent offender is given an earlier quick release and goes back to the community and creates another violent crime and the resulting publicity from that might undermine the entire boot camp concept.

I also want to join the Chairman and Senator Cohen in the thought that abandoned military facilities could make ideal sites for this kind of boot camp facility. All of us are facing situations in our States where bases may be closed or have already been scheduled to close. Given the fact that you have a facility that is generally isolated, some security is already in place, and the buildings and other facilities are there, it makes a great deal of sense to look at these sites for shock incarceration alternatives. I want to pledge my efforts to work with the Chairman and Senator Cohen in advancing that in the Armed Services Committee.

I think, with that, I will just let my statement cover the rest of the points I was going to make and I would be happy to answer any questions, but I know you need to move on.

Thank you.

Senator LEVIN. Thank you, Senator Coats.

I just have a couple of questions. First, let me commend you on your work and your leadership in this area, and I would indeed welcome your support or Senator Cohen's in the effort to broaden the use of those military facilities that we are closing for this purpose. They are indeed ideal, because the structures are there, the infrastructure is there, and I think the setting is exactly the right place. These boot camp settings are supposed to be military-type settings, and parts of that film I am sure come as a shock to some of the viewers. They come as a shock to some of the inmates, and that is exactly the point. It is called shock incarceration. And the use of those facilities that we are going to have an abundance of, apparently, those military facilities that are going to be closed, will make this a very cost-effective way of providing boot camps.

My question has to do with your "non-violent" standard. I appreciated what you said, and I think you said it in a way which is assuring to me that you would leave to the States, basically, their own approaches on that. Some States approach the problem that you legitimately raised about violent offenders in a slightly different way. Instead of categorizing violent or non-violent offenses, they talk about, for instance, "parole-eligible" offenses or in other ways they screen out those who rightfully should be screened out, which would be the violent offenders.

Would you, in your language, be willing to consider alternative ways of screening out those violent offenders, such as requiring that these folks, in order to get Federal assistance, be parole-eligible or that there be an effective screening process to weed out the persons who are convicted of serious and violent offenses?

Senator COATS. Yes, I would, Mr. Chairman. I think this is an evolving concept, and we need all the guidance and assistance we can get, not only from the Department of Justice but also from the various State corrections officers and State executive officers. I would be more than happy to work to provide some flexibility in determining just how each State sets up its criteria.

Senator LEVIN. And whether or not they would be eligible for that Federal support that you talk about?

Senator COATS. That is correct.

Senator LEVIN. That would be great. Thank you.

Senator Cohen?

Senator COHEN. A couple of quick questions.

One of the questions that I have is whether or not it is feasible, in fact, to strip away either self-abuse, self-denigration, or whatever those individuals are suffering from in the way of maladjustment in society? Can you strip it away in a 90-day period, number one.

Number 2, you picked up on a very important point. You cannot after a 90 day program turn somebody back into society and say, "you are cured, now go out and be a normal productive, ideal citizen." It is not going to happen and so you need a lot of community support.

Is there evidence—and perhaps this should better go to the experts—that if they do not have the same kind of military or quasi-military discipline every day, coming off a program like that is much like a crash diet. You see wonderful stories about people who weigh 300 or 400 pounds, they take a new type of diet reduction program, they have lost 150 or 200 pounds and they are on the television advertising the product. About 6 months later they have gained the weight back.

Number one, it seems to me they have to have a job. The video program emphasized hard work, lots of hard work. What is the program that we should be focusing upon when these people go back to society on the release program? What kind of work is going to be a part of the program? Without the work, are they going to have the same kind of discipline or the self-respect?

Senator COATS. Well, I think those are good questions and that is one of the reasons why in the bill we provided that 20 percent of the funds have to be used to try to provide that other type of assistance, including job training, education and skills training. That is also why we tried to involve the private sector, because we assume that in the coming decades, with the labor shortages that are projected, it is important to involve the private sector in helping a State tailor specific job training programs to State needs or to industry needs. In the process we can form a nice partnership combination. The Job Training Partnership Act utilizes private industry councils to try to identify certain types of skills that will be needed and then provide that training. I really do not see why that same concept cannot be incorporated into a boot camp program.

As to your first question, that film reminded me an awful lot of my first 60 days in the Army in 1966. They broke our self-esteem down in about a week. But training was carefully designed to break down and then build back up, but build back up in a different way. The Army and all the military services have a long experience in programming that kind of thing. It appears to just be senseless at first, but really serves the purpose and is very specifically programmed and directed to reach a goal within 60 days. So, whether it is 90 days or 6 months, I personally think 90 days may be a little short in terms of period, but the experts can give us better information.

Senator COHEN. Just one final question and it follows up on what Senator Levin was asking you with respect to non-violent types of offenses. As you look at the morning newscasts or in the morning papers, you see that more and more violent crimes are being committed by teenagers. Day after day, we are seeing 12- and 13-year-olds picking up guns and killing their friends and school mates. The question becomes, if this program, in fact, works, should you take the younger people who have not been involved through the current criminal justice system, even if they have been participating in violent types of crimes, and perhaps have a separate type of program for those who are violent offenders?

Senator COATS. That is a viable alternative and it may be that you want to divide the program into two or more segments, so that you can separate certain types of individuals for, say, a longer period of time of incarceration, followed by a different type of transition back into society. Certainly, such flexibility could be provided.

Senator COHEN. You might have a situation where someone is a party to a robbery but who does not engage in any violent activity per se, and yet robbery is considered to be a violent crime. So, if you have someone who has been party to a group that has held up a local drug store, he is classified as a violent offender and he is off to prison, as opposed to a boot camp.

Senator COATS. That is why I think, rather than establishing a rigid criteria, we ought to allow some flexibility and discretion in the sentencing authority to make those determinations. So the judge can say it is clear that this particular offender will be best served, and have the best chance at rehabilitation through this type of boot camp program, whereas, that particular perpetrator ought to be incarcerated in prison.

Senator COHEN. Thank you very much.

Senator LEVIN. We would like to work with you on your definition of who would be eligible for grants in order to take care of this kind of a problem on violent and non-violent, the use of broader categories, perhaps, so we get to your point that you want not to include people who are violent and dangerous, because it is too short a period, but do it in a way which is a little different, perhaps, from the violent and non-violent.

Senator COATS. Well, I would be happy to make my staff available to your staff. As I said, we have accumulated a lot of evidence and done a lot of work on this, and we would be happy to work with you in fashioning a proper boat camp remedy.

Thank you.

Senator LEVIN. Senator Coats, again, we are grateful to you for your patience in waiting. It took us a little longer to get to you than I am afraid we told you. Thank you.

Senator COATS. Thank you.

Senator LEVIN. Our first panel consists of corrections officials from three States: New York, Florida and Georgia. From New York, we welcome Thomas Coughlin, the Commissioner of the New York State Department of Correctional Services. Mr. Coughlin is a former State trooper who has been head of the New York State Corrections Department for over 10 years.

We also have two representatives from the Florida Department of Corrections, Jim Mitchell, Director of the Youthful Offender Program, and Major Jim Tridico, who directs Florida's boot camp, Camp Sumter.

Major Tridico, it is good to see you again. We have met before. Thank you for coming.

Major TRIDICO. Thank you, Senator.

Senator LEVIN. From Georgia, we have M. David W. Jordan, Unit Chief, Management Department, Georgia Department of Corrections. Mr. Jordan has held a variety of posts in the Georgia Corrections Department, has been involved in Georgia's award-winning boot camp program.

Before we start, let me just say that we are starting with our State corrections panel, rather than Federal this morning, because these ideas, these boot camp ideas are really coming from the States. We are experimenting in the States, as we often do with programs. It is part of our Federal system, that States are crucibles, they are laboratories, where we try to put together various options to meet pressing problems. The boot camp programs have really begun in the States, sometimes in different ways in different States. It is appropriate that we begin, therefore, with the State panel this morning.

First, we will call on Mr. Coughlin and we will move to Florida and Georgia.

Thank you for coming, Mr. Coughlin.

TESTIMONY OF THOMAS A. COUGHLIN III, COMMISSIONER, N.Y. STATE DEPARTMENT OF CORRECTIONAL SERVICES

Mr. COUGHLIN. Good morning, Senator. Thank you for your invitation.

I have a prepared statement that I have just submitted to the committee and will summarize it.[1]

Senator LEVIN. We would appreciate that. It will be made a part of the record and so will the statements of the other panelists.

Mr. COUGHLIN. Thank you.

New York began its program of shock incarceration almost 3 years ago now. It differs in a number of ways from some of the other States. Georgia's program, which will be talked about here today, is one of the first programs in the country to try this concept, but our program differs in that it is not a probation program. I think that is important.

Sentencing judges have no input, shall we say, into who goes into the shock incarceration program. The State Legislature created a set of criteria, in terms of crime and age, and it is then the Department of Correction's job to offer the program to the individual, and it is a voluntary program. In our estimation, there is a good reason for that.

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[1] See p. 168.

We did not want to widen the net, send more people to prison who would not have gone to prison, and I think that is what would have happened if we left it as a sentencing option for the judge. Now, that is not to say that there should not be something like this for a judge to use, and we have proposed just this session of the Legislature in New York a community or an urban shock kind of program, which would be at the option of a sentencing judge for someone who was not coming to State prison, someone who was going on to a probation sentence. So, ours is essentially a State prison operated program.

We have about 1,700 beds total for the program in the system. It is a 6-month program. Violent criminals are excluded from the program. It is rather simple in New York, because we have a list of what constitutes violent crimes. It is in the statute.

The predominant crime of commitment in our program is possession of narcotics. That seems to be, in New York as it is in a lot of States, the crime of commitment of most of the individuals. I will just mention to you that back in 1983, we had about 2,300 commitments for possession of narcotics in New York State prisons. This year, we will probably see 12,000 commitments for possession of narcotics, just possession. So, that is the population that we look at.

I will be very frank with you: One of the reasons we in New York got involved with the shock incarceration program was that it has major economic benefits to the State of New York. For every 100 graduates that we have out of our shock program, we have about $1.5 million in cost avoidance. We have had over 1,000 graduates in the 2½-year history of the program. People can come, be successful and cut up to 30 months off their sentence. It is extremely cost effective.

It also has given us an opportunity to test one of the age-old arguments in criminal justice and in corrections: how long is long enough to serve; does a long sentence give you better results in terms of recidivism, as opposed to a shorter sentence. We find that the individuals who go through this program spend 6 months in this program, come back at a little less rate, 20 percent as opposed to 25 percent for people who did not go through the program, so that tells me, as a corrections administrator, that it is not so much the length of the sentence that is important, as the fact that you are going to prison, you are going to go there for sure, and that, as we continue to run this program, we get more inmates through it, more years of experience to it, I think it will further buttress that argument, that it is not so much these long sentences that have the effect on recidivism, as it is the fact that you go to prison and you have a meaningful experience in prison.

Thank you very much and I will be more than happy to answer any questions.

Senator LEVIN. Thank you so much. We will call on our other witnesses before we have questions.

From Georgia, David Jordan, now the Unit Chief of Management Development. Mr. Jordan held a variety of posts in the Georgia

Corrections Department. He has been involved, as I indicated, in the award-winning boot camp program.

Mr. Jordan?

TESTIMONY OF M. DAVID W. JORDAN, UNIT CHIEF, MANAGEMENT DEVELOPMENT, GEORGIA DEPARTMENT OF CORRECTIONS [1]

Mr. **JORDAN**. Mr. Chairman, I thank you for the privilege and opportunity to testify before your Subcommittee today and I commend you and the other Senators for your interest in this very important area.

Georgia's SAI program is but one part of a much broader and far-reaching set of alternatives to incarceration developed by Georgia's Department of Corrections. The other elements of this continuum of sentencing options are basic probation, community service, intensive probation, home confinement, diversion centers and detention centers.

These programs are predicated upon the department's philosophy of mission, and that is, first and foremost, to protect the public; second, to provide a safe and secure environment for both the offender and the department staff; and, third, to provide programs and opportunities for the offender to change and become a productive law-abiding member of society, which is a goal I think we all share.

The programs also, by design, allow for restitution to the victims and restitution to the community at-large. It is our belief that, given the particular circumstances of our State, the most effective way to address prison overcrowding is through this multifaceted approach, providing, in effect, a menu from which judges may select the most appropriate sentence for a particular offender.

However, we are here today to look at shock incarceration, and appropriately so, for SAI is, in and of itself, a very effective and viable program. Georgia's SAI program began operation in November 1983. The original unit housed 50 shock incarcerants. The capacity is now 250 and will be soon increased to 450.

As of December 1989, 3,579 offenders had been assigned to SAI since its inception. There have been only 84 in-program failures, while overall failures, that is to say probation revocation or new crime commission after completing the SAI, total 798.

If you will bear with me one moment, I lost a page of the thing.

Senator **LEVIN**. It happens to us all the time, Mr. Jordan, so do not worry about it.

Mr. **JORDAN**. Well, that makes me feel a little better.

We will move ahead.

Senator **LEVIN**. I think I will quote it—it is such a good pun or joke, I think I will mention to you what Senator Lieberman said. The difference with us is, we keep talking.

Senator **LIEBERMAN**. It does not stop us one bit, we just make it up and go along. [Laughter.]

Mr. **JORDAN**. I thank you, sir.

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[1] See p. 174 for Mr. Jordan's prepared statement.

The central goal of the program is to afford an opportunity for change, a last chance for young offenders to avoid the stigma and the very real personal risk of a prison sentence. While, at the core, all of the programs we have heard from or will hear from today are similar, the Georgia SAI differs in some ways from some of the programs and in some ways from all of them.

Among these differences, it is less military in both philosophy and practice. It is also less staff-intensive. In fact, our SAI officer-to-offender ratio is lower than that found even in our general population. And as Mr. Coughlin mentioned a difference compared to probation-to-inmate status, our participants are probationers, not inmates. That brings up another difference, therefore, both assignment to the program and the after-care are at the discretion of the judiciary. And our program length is only 90 days.

These differences and others we have heard about and will hear about today define that various approaches to SAI are being tried. To some degree, the particular politico-judicial circumstances in the various jurisdictions dictate this and, with time, we should all benefit from studying the results of the different approaches.

Finally, the question, is SAI successful? I cannot address that in other States, but I certainly think we can with our experience. If the goal of government is to deliver the best service or program at the least taxpayer cost, Georgia's SAI is clearly a success. Our average daily cost per offender for SAI is less than half the cost for the general prison population. Factor into that the fact that the same cell or bed is turned over four times per year, then the economic benefit becomes very clear.

In human terms, the program is indeed tough, but it is fair. It is demanding, but humane. It protects the young offender from the risks he would inevitably face in the general population. And if he completes the program, he has no prison record.

Operational since 1983, Georgia's shock incarceration program has withstood the test of time and intense scrutiny from corrections professionals, academicians and the media. Numerous other States have studied Georgia's SAI and we have made our staff available to help them start similar programs.

Harvard criminologists came to Georgia to study SAI and the State's other alternative sentences. They arrived highly skeptical, but left highly impressed. Their evaluations helped Georgia win one of the highly-coveted innovations in State and local government awards given by the Ford Foundation and the John F. Kennedy School of Government.

Media from throughout the Nation and the world, including all the major networks, West 57th Street, the Washington Post, the Boston Globe and the New York Times have reported on SAI and taken a long, hard look at it. That coverage has been in-depth and has been uninformly positive.

Sir, I would say that, from our experience, we believe that shock incarceration has proven to be an efficient, effective and appropriate way of dealing with the young offender. It is a program in that for us it works and works well.

Thank you.

Senator LEVIN. Thank you, Mr. Jordan.

Finally, we have, as I indicated, Jim Mitchell, who is Director of Youthful Offender Programs in Florida, and with him Major Jim Tridico, who directs the boot camp in Florida, Camp Sumter.

Mr. Mitchell, thank you, and again, Major Tridico.

STATEMENT OF JIM MITCHELL, DIRECTOR, YOUTHFUL OFFENDER PROGRAMS, FLORIDA DEPARTMENT OF CORRECTIONS [1]

Mr. MITCHELL. Thank you, Senator.

We in Florida appreciate the opportunity to present our boot camp program, which we call the basic training program. Our program began on October 1, 1987, as a pilot program for 100 youthful offenders. In this instance, the youthful offender is an inmate who is a first offender, under age 25, serving a less than 10-year sentence. As utilized in this program, this also would include a focus on non-violent offenses, but there is no legal limitation on placement of any offender, except those of capital or life felony.

Procedurally, the Department of Corrections screens and selects offenders to participate in this program who were sentenced to a term of years in prison and who meet the eligibility criteria. This gives us the opportunity to evaluate the physical and mental health, as well as to gauge their amenability for rigorous and intense programs such as this.

After initial selection, the department initiates a letter to the sentencing judge and requests the court's approval or disapproval to place the offender in the boot camp. By approving the offender to participate, the judge is agreeing, upon successful completion, to set aside the remaining incarceration portion of the offender's sentence and to place him on probation.

Please note that Florida has almost completely abolished parole and that none of the offenders presently entering prison are parole-eligible, and few have probation or any community supervision to follow their incarceration. We believe that community supervision to assist the offender in the transition from institution to community is very beneficial for their post-release adjustment.

In developing the components of our program, we studied the then existing programs in Oklahoma, Mississippi and especially our friends in Georgia. The physical facilities within which the program is housed was designed in accordance with the recommendations of the State of Georgia and consist of a 100-bed dormitory for youthful offenders, within a roughly 1,000-man compound, comprised of adult offenders. Many of those adult offenders are serving lengthy sentences and many of them for serious crimes.

The youthful offender dormitory is isolated by means of an interior compound fence. The housing unit is strictly single-cell construction. It was our concept in the beginning of the program that there would be an added deterrence factor, as a result of seeing and hearing the sometimes vulgar comments of adult prisoners.

The components of the program that we decided to follow were to emphasize the military component. In our instance, the military is probably more strongly emphasized than in some of the other programs we have observed. The military model is the structure or framework within which all components of the program fit. By this means, we attempt to promote the development of personal discipline, to increase awareness and to improve personal hygiene and self-esteem.

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[1] See p. 225 for Mr. Mitchell's prepared statement.

Secondly, we seek to provide every inmate the opportunity to perform laborious work and, by this means, to contribute some service back to the community.

Thirdly, we provide a reality-based counseling program. Again, this program exceeds the level of counseling that an offender would get if they went to an ordinary prison.

Every inmate receives an hour and 20 minutes per day of counseling in a group setting. The counseling program is highly structured and confrontive and is based upon a cognitive approach to deal with errors in criminal thinking.

The physical training component is a daily routine of calisthenics, including an obstacle course, which is similar to a military basic training physical program. The objectives of this component are to promote physical health and well-being and to contribute to an improvement in self-esteem.

Many of our offenders have abused substances and this is addressed as a specific component of our counseling program. Although the material being covered is cognitive based, there is a concomitant effect from the experience of the entire counseling program which we feel enhances the treatment aspects of the substance abuse program.

Our program is 90 days in length at a minimum, extending to 100 days, which allows time for an offender who does not perform at a satisfactory level for any particular day to repeat that day and still graduate from the program. Also, an individual who, for example, might sprain an ankle could be held out of activities for a few days and have the opportunity to make up that time they have missed within the 120-day cycle.

No privileges are allowed. For example, no television or radio, no telephone calls, except emergency, only limited purchasing ability from the inmate canteen, visits are limited as to frequency and length, and we use every opportunity we have to motivate the inmate to continue participating in the program.

Access is provided to religious programs. However, we do not have an education component, except guided individual study. It is our viewpoint that offenders within 90 days have very little opportunity to make great educational strides and we would hope to make that a part of the post-release component.

The profile of inmates who have participated in our program reveals that they are serving an average of a three and a half-year sentence, are age about 19, and are likely to be serving a sentence for burglary, drug offenses or robbery.

To be honest with you and open with you in your survey of State programs, we will admit to you that we have had some difficulties with program implementation, in the following ways.

Senator LEVIN. With what, implementation?

Mr. MITCHELL. Yes, sir, with program implementation. These are some of the weaknesses or experiences we have had that might be interesting to you in your survey.

We have had some difficulty in maintaining capacity in our program. Although it only has capacity for 100, we have a fairly high washout rate, mostly for failure to participate in the program, as opposed to any medical injuries or things of that nature. We consider our normal program capacity somewhere between 80 and 85. Today, we have 100 in the program and approximately 50 are on a waiting list to go into the program.

Our inability to maintain capacity has also been subject to seasonal dropoff, which we note coincides with popular vacation times for the circuit judges.

We have a quite liberal gain time policy in the State, due to our overcrowded conditions and we believe that this has influenced a number of inmates to decline to participate in the program and has also contributed to their interest in dropping out of the program, rather than sticking it out and making it all the way through.

Fourthly, inmates are aware that most often they will have no probation to follow if they do not go through this program. So, if they go through the program, they will have what they term "paper" to complete when they return to the community and they would opt to do a little bit longer prison term, rather than go through the boot camp program.

We do have a high washout rate, as well. Our program is intended to be difficult and is very intensive, but not to the point that this factor alone would result in an almost 50 percent washout. There is a current direct correlation to system overcrowding which has resulted in liberal early release policies and the resultant loss of a meaningful "carrot" to promote inmate participation.

The issue of media attention, in the beginning our program, as was mentioned by our colleagues from Georgia, was literally mobbed by the media. This attention continues, but it was particularly focused in the first few months of the program. I think this attention probably promoted an exaggerated expectation of program success, whereas, as has been mentioned several times previously this morning, there is no panacea to the type of offenders we are dealing with.

We also observed an interesting point, that the highest rate of failure by any platoon that is the washout rate was one which was closely followed with extended contact by a reporter. He, incidentally, reported the program to be a failure, which was, in fact the case with that particular platoon, but not so exaggeratedly with any other platoon for the entire 2½ years of participation.

There is a positive side to the attention of media and that is that the image of corrections in Florida was projected as being innovative and having a concern for rehabilitation of offenders.

Detractors to our program or to the concept of military based programming for our offenders tend to point out that it makes them stronger and faster, which again makes them more difficult to handle by law enforcement when they are returned to the streets. While this is certainly true, the offender also receives a strong dose of reality-based counseling within an atmosphere of discipline and control, which many of them have not heretofore known and which we believe is instrumental to their post-release success.

We also believe that if their return to prison rate is no higher than a matched control group who served the entirety of their sentence, then program objectives have been reached and our program should be determined a success.

Our basic training program should probably be a little bit longer. Ninety days is not long enough to have all of the components we would like to have in it, for instance, an education component. If our program were extended, this would allow us to add in at least an additional academic component. This is not currently feasible, as the combination of overcrowding conditions and a Federal court imposed system capacity presently results in the average offender serving only about 33 percent of their gross sentence and there being no parole in Florida where by which we can control our system capacity.

Florida is presently giving some consideration to expansion of boot camp in the legislative arena. This would include the possibility of expanding into young adult category, not specifically limited to youthful offenders, and possibly providing an equivalent opportunity for women in a program of this type. We are presently considering our program a pilot.

I would encourage the Subcommittee and others who become involved with interest in this program to view from the positive side the opportunities for the offender to get out of prison early, which often has been correlated in the research with an improvement in their post-release adjustment. In other words, he longer time they spend in prison tends to correlate to their return to prison being higher.

I also would encourage, as I just heard from the Commissioner here, the examination of an urban-based program, which is something we are developing interest in in Florida. I believe there is a place for that, the idea being, instead of removing the offender so much from his community, to keep him in the locale, to control his behavior and to provide the boot camp opportunities for him within the locale to which he will be returning when he is released.

Thank you for the opportunity.

Senator **Levin**. Thank you very much, Mr. Mitchell.

Major Tridico, we will put your entire statement in the record. Because of our time crunch, could you very briefly highlight it?

TESTIMONY OF MAJ. JIM TRIDICO, BASIC TRAINING PROGRAM DIRECTOR, FLORIDA DEPARTMENT OF CORRECTIONS, SUMTER CORRECTIONAL INSTITUTION, BUSHNELL, FL [1]

Major **Tridico**. Sure, Senator, I would be glad to.

Basically, we have been in business for about 2½ years and in that time we have received 773 inmates. By February of this year, we dropped 44.6 percent of those inmates because of disciplinary or medical reasons, 43.2 percent successfully completed the program, less than 1 percent left early because of their expiration of sentence, and we have about 11.5 percent currently in the program.

Probably the most important thing that I want to touch on here is the success of the boot camps. I feel that mine is successful, as I should feel, anyway. I truly do feel that it is successful. Our recidivism rate is not too bad. It is as good as we expected, but I do not think that recidivism should be really involved in how successful boot camps are. Traditionally, it is the benchmark for success in all correctional programs, but the boot camp programs, with their short shock incarceration time of sentences offer a whole lot more than many other types of programs.

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[1] See p. 232 for Major Tridico's prepared statement.

I am rather a fan of correctional history and we have done a lot of things in corrections throughout our history. By through our history, I mean since 1895, when everybody started to record it. We have had a lot of good programs established in corrections over many years. Some of them worked, some of them did not. Some of them lapsed, due to timeliness.

I think the boot camp program, the shock incarceration type of program is probably the finest and will probably prove to be the most successful type of program that we ever had in a prison system. We do not have very many detractors of basic training programs throughout the United States. The only one detractor that Mr. Mitchell and I happened to run into one time just gave us suppositions. There was not any strict numbers or any strict quotes on whether or not the programs are successful.

If you will base it on my program, for example, New York's, which I visited, and Georgia's I visited also, both very good programs, New York is quite similar to ours in a lot of aspects, and Georgia, sort of the father of our program, helped us out with a lot of experience and a lot of suggestions when we opened it up. I feel we are successful. There are a couple of other programs that started throughout the United States, especially Arizona and Wyoming, that came to our program in Florida and used everything that we have as a basis to open their's up.

I think that is something that you should consider if you decide to open up in the Federal prison system. There are other things that are represented in my testimony statement that you could look at that I have made recommendations for.

One thing that I should make clear here, even an inmate's short participation in our program will let you know, even if it is only a couple of days or a week, that he has been in a shock incarceration program. We either establish or reinstill some of the things in the inmate that he had learned throughout his life or may never have learned, manners, respect for authority good judgment and things of that nature. It works out pretty well and with that, Senator, in the interest of time, I will just end my testimony.

Thank you.

Senator Levin. Thank you.

Let me ask you a question first. We had a hearing in Michigan, and I was fascinated by the testimony of the inmates, as well as the people who ran the program, about the impact of this program on their lives. When they first got there, they were stunned and shocked. As we saw in this film, it is a very, very tough program.

By the time many of them finish, probably most of them finish, they have had some street-smart attitudes stripped away from them, they have been given something they never had in their life, in many cases, which is discipline, which is some respect for other people. They also had someone who cares about them enough to be strong with them, to give them some values. Many of these people have never had that in their family, never had someone who cared enough about them to really invest some time with them, even if that means screaming at them and making them do things they do not want to do.

What intrigued me is that a lot of these people apparently, after they are done with the program, will contact the officials or try to, to ask for advice or guidance, frequently just writing letters, saying I am a different person. I never saw too much of that from prisoners in regular types of prison. Is that your experience, that you have people, after they are done, who have gotten through the system, who try to contact you or write you letters or their families write you letters saying, hey, this is a different person than went in?

Major TRIDICO. Yes, sir, that is one of the unheralded aspects of what we would put forth as boot camps. I have had grown young men in tears, begging me to let them stay in the basic training program. They did not want to leave, because it was the first time—although we chewed their butt quite frequently—it was the first time anybody ever took that opportunity or ever cared what happened to them. Parents are totally thrilled with the program. They have never seen such a change in these young men, even young men that did not successfully complete our program.

I had a mother call me about a year ago and she said, "Major, can I talk to you for a minute?" I said, "Sure." She said, "Can I read you some letters from my son?" I said, "Fine." Forty-five minutes later, after the fifth letter was read, you know, I was getting a little bored there for a while listening to the kid's letters to mom, but I could see what she meant. The first letter that she received from him was terrible. I would never in my wildest dreams ever talk to my mother that way, but certainly not if my father was where he could cuff me for speaking that way to her, and at the end it was very fine young man talking to his mother.

You also see it during family visits. The parents will come to me after their family visits and say what did you do to him. I said can you be more specific, and they will say he has never called me ma'am or never called me sir before, you know, he was never polite before. It has a tremendous effect on them. It works, it really does. It only works for the graduates, though.

Senator LEVIN. Mr. Jordan, do you want to——

Mr. JORDAN. I just wanted to echo what he was saying and you have said also. I think you hit the nail on the head when you talk about the impact that it has on the young offender, the fact that, at least in our experience, when you watch when they first come in, they are a combination of scared, apprehensive and angry. As they move into another phase of the program, they start to assimilate into it, and when you get to the latter part, that realization that, yes, there is somebody who cares and then you see them starting both to respond to that and to become proud of what they have accomplished, because if you get down to it, if you can do 90 days of this, you can do anything if you are able to continue afterwards.

I also think that it brings into very clear focus, at least in my mind—my mind was not too clearly focused earlier, Senator, as you well know, but right now it is a little bit more so—an answer I believe to some of the criticism or potential criticism that there is great potential for abuse or it is too mean. All I can say to those people is, come to Florida, go to New York, come to Georgia, watch a program, do not read about it on paper, do not think about it academically, come experience it, find out what the officers do, see what the reaction of those incarcerants happens to be, and I think you will find that that is what it is.

I mean maybe it sounds almost too maudlin, but it is "tough love," in a sense, what you were talking about a moment ago. For the first time, probably, in many correctional programs, it gives a chance to get inside that individual and to start to work change and it plows the ground. It needs to be followed by after-care, yes, and that is a weakness in our program.

Senator LEVIN. I understand, by the way, that New York is investing a lot now in the after-care program, and I want to get to that in a minute, but first let me ask each of you the following question: The Bureau of Prisons will be testifying that it supports boot camps as an alternative to probation, not as an alternative to prison. I am wondering how that coincides with your program.

Let me start with Mr. Coughlin first.

Mr. COUGHLIN. Well, ours clearly is not an alternative to probation. It is an alternative to a full sentence in prison. However, shock incarceration has its model in New York. It is not the only way to do it. You can run the same type of program as they do in Georgia, which is an alternative to probation or part of probation.

Senator LEVIN. Why do you do it as an alternative to prison in New York, just focusing on New York first?

Mr. COUGHLIN. Why do we do it? Because——

Senator LEVIN. As an alternative to prison?

Mr. COUGHLIN. Right, because it is less expensive for the prison system, I will be very frank with you, and it allowed us to prove to a number of doubting people that you do not have to give certain young, non-violent offenders these long, long minimum sentences to exact the kind of results you want from them.

Senator LEVIN. Did you get at least as good a result with a tougher, shorter sentence?

Mr. COUGHLIN. Better results.

Senator LEVIN. It is at least as good, and you say better in New York?

Mr. COUGHLIN. Yes.

Senator LEVIN. So, if you have a very tough 90 days or 6 months, you frequently—well, on the average, you will do at least as well and in New York you do better than you will with a longer sentence.

Mr. COUGHLIN. yes.

Senator LEVIN. Does it also give an incentive to that prisoner to finish the program, if he is facing a longer prison sentence?

Mr. COUGHLIN. Oh, I think that is the number one reason why inmates volunteer for the program. An inmate comes off the street with a 3-year minimum, and in New York State that means you do 3 years, you do not get out before that. He looks at the 6 months and says I can do that and cuts 30 months off my sentence, and that might be his motivation for coming into the program.

I can assure you that, after 3 or 4 or 5 weeks in that program, the reason for being there is not cutting his sentence short. There is a major change in the way they look at themselves and look at society. The "carrot" of cutting the sentence is what got them there, the 6 months of intensive work and treatment produces a better citizen, rather than a better inmate.

Senator LEVIN. Quickly, because we have another couple of panels, Mr. Jordan, very quickly, is it an alternative to probation or an alternative to prison?

Mr. JORDAN. Alternative to prison. That is absolutely our goal and mission. When we outline the menu of other programs, we obviously have six other programs that they could be diverted into before they even get to the shock program. The ones who would be considered for shock not only are being diverted but these are the most serious of the people who come to us.

Senator LEVIN. Is that because it is the carrot that is needed to get them into the system?

Mr. JORDAN. I think that is a very powerful weapon, yes, the fact that you have the carrot of prison to hold over them while you have them in the diversion programs.

Senator LEVIN. Or the threat of prison.

Mr. JORDAN. The threat of prison, I mean, yes.

Senator LEVIN. Okay. How about Florida, Mr. Mitchell? Is boot camp an alternative in Florida to probation or an alternative to prison, a longer prison sentence?

Mr. MITCHELL. No, sir. As a matter of fact, it was necessary in Florida that our program be a direct prison diversion because of our overcrowded conditions.

Senator LEVIN. Thank you.

Just one question, quickly, of each of you, and then I will turn it over to Senator Cohen.

What is the security level of the boot camp? Is it minimum security? Is it medium security equivalent, or how would you describe it? First, in New York, Mr. Coughlin?

Mr. COUGHLIN. In New York, it is minimum security level. We have no fences; they are just normal buildings. In fact, the buildings are all CCC camp buildings.

Senator LEVIN. Okay. Mr. Mitchell, Florida, or Major Tridico?

Major TRIDICO. We are a close custody institution——

Senator LEVIN. That would be above minimum security?

Major TRIDICO. Yes. You would refer to it as a maximum security institution, but the security level is minimum of our inmates.

Senator LEVIN. But it is in an institution which you would say is a maximum security——

Major TRIDICO. It is maximum security, yes, sir.

Senator LEVIN [continuing]. It is within that institution.

Mr. Jordan?

Mr. JORDAN. They are treated as medium security, and that is primarily for their own protection.

By your leave, may I make one quick comment?

Senator LEVIN. Yes, but is that close security—how would you put that in terms of medium security, maximum——

Mr. JORDAN. A notch below maximum.

Senator LEVIN. But above minimum?

Mr. JORDAN. Above minimum, above medium.

Senator LEVIN. Thanks. You wanted to add a quick comment?

Mr. JORDAN. One quick personal comment. One, to thank you for putting me at ease after my guffaw a little bit earlier.

When I walked into your hearing this morning, I will readily admit I was about as nervous as a good southern Baptist who accidentally walked into a nudist colony.

So I thank you for putting me back at ease. [Laughter.]

Senator LEVIN. Senator Cohen?

Senator COHEN. Could I inquire as to whether there is a problem in Florida, Georgia, or New York with women committing nonviolent crimes?

Mr. COUGHLIN. The women population in New York is going up at about the same rate the men's population is going. In fact, about 6 months ago, we opened a portion of one of our shock incarceration camps to women, so we have a women's shock incarceration program.

Senator COHEN. That was my question, because I noticed in the television program we watched and in all of the testimony, it was young men. I was wondering whether you felt that this kind of option should be available for women as well.

Mr. COUGHLIN. Our experience would not indicate the need for it, nor would it be economically practical. Only 5 percent of our total prison population is female in the entire State.

Senator COHEN. Is that true of Florida as well?

Mr. MITCHELL. Actually, our female population is growing at a faster rate than the male side. On the other hand, also, 49 percent of the women who are coming into our prison system are convicted of drug offenses, a dramatic portion.

We feel there is a place for a program of this nature, and as I said, we are in a pilot phase in this program, and if we determine it is successful, we may well expand.

Senator COHEN. As Congress continues to debate the role of women in the military, and in the wake of the success of the Panama invasion and the role of women in that, it seems to me that it is going to be harder for anyone to argue that this type of option should not be available to women as well.

Mr. JORDAN. I think that it is possible, though, to create an equivalent program that is not exactly the same, and we are so doing.

Senator COHEN. All right. Let me ask you directly, what is the racial composition of the instructors who take the young men off the trucks? I noticed that all of the instructors in the film were white, and many of the drug offenders were black. Is there any attempt to have some kind of racial balance, to have some black instructors as well for the young population who may not have a father figure in their family?

Mr. COUGHLIN. That is one of the real problems not only in shock incarceration, but in every one of the prisons that I run. Almost all of our prisons are located in the Upstate area. Almost all of the minority population in New York State lives in the urban area.

If you try to get minority correction officers to work in the Upstate area, it is extremely difficult to do. So that in the shock camps, which are all located in the Upstate areas, you have a predominantly white staff and a predominantly black and Hispanic inmate population.

If you move to the prisons in the Downstate area, Sing-Sing and the prisons in Westchester County, you find just the opposite. You will find basically a balanced correctional staff and inmate population in terms of ethnicity.

Senator COHEN. Is there a correlation between the effectiveness of a program and the racial composition, instructors versus inmates?

Major TRIDICO. Senator Cohen, I'd like to answer that for you if I may. I am balanced pretty good on my staff level. I also have five women who serve in the program; two of them are drill sergeants, and they work very well. We have never had a problem with racial difference in the program from staff or inmates.

Inmates will respond just as well to one officer, male, female, black or white, or will resist that officer for a supervisory reason, for example. But it is very effective. Women play an important part in our program.

Senator COHEN. We have not had that experience, for example, in law enforcement. We have found that in urban areas, it makes sense to have minorities represented on the police force. You are saying that it does not really make a difference. The face can be white with a black population, or black with a white population.

Major TRIDICO. Yes. I have noticed our inmates don't care. They respond just as well to our staff members regardless of race or sex. But by the same token, if I may say so, I've got a highly professional staff; they are very well-trained.

Senator COHEN. Dr. MacKenzie is going to testify later this morning in her prepared testimony that New York has found that the boot camp graduates might be returned to prison more often for technical violations rather than for commission of new crimes. Is that the case, Mr. Coughlin?

Mr. COUGHLIN. That seems to be the case right now. That, I think, is a function of intensive supervision after the program. It is well-settled—the more intensively you supervise parolees, whether they be shock incarceration parolees or regular parolees, the technical violation rate is higher, and the new crime rate is lower. It is just that you are watching them closer.

New York felt very strongly that after the 6 months of shock incarceration, they had to have a carryover into the community or the program would fail. We have developed a very good working relationship between parole and corrections.

The parole officers who are involved with the shock inmates after their prison experience go through the same training as the correctional staff go through to give the program. They are in a separate unit; they are supervising only 15 inmates. So it is a 1-to-15 parole officer-to-inmate ratio, which is an outstanding ratio around this country, and that does cause a higher technical violation rate.

Senator COHEN. It sounds to me, Mr. Mitchell, like they've got it figured out pretty well down in Florida. They've got an easier situation. They are in a standard prison. They have more amenities. They have probably got television and radio. They don't have to work very hard, by way of comparison to the boot camps. And they don't have that "paper trail" when they get out, with a parole or probation officer sitting on their back, watching every move they make. Maybe they've got it figured out, and we ought to be changing the incentives around a bit.

Mr. **MITCHELL**. I think that's a very good point, Senator.

Senator **COHEN**. If you're going to go back in because you've got a technical violation as opposed to a major new crime, it doesn't sound to me like that is an incentive to get more people involved in the program or to make it more effective.

If you have a higher standard for those who go through the boot camp in terms of what is required of them, it seems to me that you are going to have a disincentive for people to go into the program.

Mr. **COUGHLIN**. Well, that hasn't been our experience, Senator. The technical violation rate which results in a reincarceration results in a short reincarceration, where a new crime will get you another 6 or 7 years.

Senator **COHEN**. Yes, but the chances of them getting caught on a technical violation are higher than maybe getting caught in the commission of a new crime.

Mr. **COUGHLIN**. That's true.

Senator **COHEN**. What I am suggesting, at least, is that the guy who has been through the mill and understands it, says, "look, we've got a terrible problem in New York City; there are thousands of crimes committed every day. The chances are, if I haven't got somebody looking over my shoulder, I've got a better chance of committing a crime and getting away with it than if I go through this program, and I have these high standards with a probation officer, looking over my shoulder, watching every move I make."

Mr. **COUGHLIN**. Well, that's why we get about half of the eligible inmates volunteering for this program. That's the judgement they make, and they say, "I'd rather do my 3 years, and go out with less supervision."

But remember this, Senator, that we have over 20,000 commitments a year. If I can take 1,000 of those or 2,000 of those and turn them around so they don't come back, I am ahead of the game, and that's 1,000 less beds that the State of New York will have to build and $1 million or $2 million less we'll have to spend.

Senator **COHEN**. I am only suggesting that maybe there ought to be some modifications in the rewards and benefits coming out of the program.

One final question, and then I will yield. Throughout all of the testimony, the physical regime is a crucial component of the program. You have very intense physical workouts from morning, I assume, until night when they jump into those beds by the numbers. What kind of regime follows the 90-, 100-, 120-day program? You get somebody so accustomed to that kind of hard physical discipline and training, and suddenly he goes back into the community, and he can't afford to join a health club, and he no longer has that kind of physical activity?

What do you do to maintain that kind of physical discipline if you don't have money, you can't join a health club; where do you get that kind of work out?

Mr. **Coughlin**. Well, let me first see if I can maybe dissuade you about the sense of how much physical activity is in New York's program, anyway.

We do about 500 hours of physical activity for the 6-month period. That is calisthenics in the morning, and it is calisthenics at night; it is drill and ceremonies for an hour or 2 each day.

Senator **Cohen**. I saw them digging ditches on the video.

Mr. **Coughlin**. That was Michigan's program. I am talking about New York's program.

Senator **Levin**. If I could just quickly interrupt, that in every case in Michigan and I think in other States, is useful work, by the way. That is not just "make work." I just want to add that.

Mr. **Coughlin**. That's the point I want to make. Inmates spend 546 hours in drug treatment programs, and they spend about 260 hours in basic educational programs and 650 hours in work programs. Now, that work program could be forest management, it could be stream rebuilding, it could be community service work, painting churches and schools in the various communities.

Now, when they leave the system and when they go on parole, they get a job like you and I have to have. If they cannot find a job, we'll give them a job. And I have a number of former shock incarceration people delivering State-made, Corcraft, prison industry furniture, delivering it and setting it up in the city of New York. Now, if you have to carry desks and file cabinets upstairs in office buildings in New York, that's hard work.

Senator **Cohen**. One final point, if I could. Does your drug treatment program differ from what is provided to the regular prison population? Do you do anything differently in drug counseling that they are not doing in the regular prisons?

Mr. **Coughlin**. Aside from the intensity and the frequency of the program and the shock setting, it is basically the same approach to drug treatment. It is the 12 steps to recovery, and it is the talking kinds of therapies and group counselings that we use in our regular prisons.

Senator **Levin**. Quick answers from the other two: is the drug treatment different from the regular prison? Just kind of yes, no——

Mr. **Jordan**. Less.

Mr. **Mitchell**. Much more intensive.

Senator **Levin**. Okay. Thank you. Sorry to make that so brief.

Senator Lieberman?

Senator **Lieberman**. Thank you, Mr. Chairman.

One of the costs that the drug problem imposes on our society is the incredible increase in the cost of our correctional systems. I have noticed, in listening to the testimony today, that most, if not all of you, have said at one point or another that these boot camps are more cost-effective. And yet, as I hear you, you are actually offering the people inside the camps a pretty wide range of services. So why are they more cost-effective? Is it just because the programs tend to be shorter in length?

Mr. **Coughlin**. Well, that's one reason in New York State. You can turn the same bed over twice a year in New York State, so that's cheap.

They go into less secure settings in New York State. Minimum security settings are the least expensive settings. And it is not quite as staff-intensive as in the higher-level institution.

We run about $9,000 per year per inmate in shock incarceration. The regular inmate is a little over $20,000 a year.

Major TRIDICO. Senator Lieberman, I'd like to add something to that.

Senator LIEBERMAN. Yes, sir.

Major TRIDICO. I put a cost savings report summary together at a request from our Governor to all of our State agencies, and just very quickly, traditionally, the same inmate coming to prison, doing what he would normally do on his sentence, 33 percent of it, would cost our Department of Corrections $19,259. The same inmate going through the Basic Training Program is $4,104.

Senator LIEBERMAN. Wow. So in New York's case, it is about half the cost of normal incarceration, and in yours, it is less than one-quarter.

Major TRIDICO. Less than a quarter, yes, sir.

Senator LIEBERMAN. So that alone, makes these programs very attractive. Now, would that include the cost of follow-up after the prisoners are out of the program?

Mr. COUGHLIN. No.

Major TRIDICO. No, sir.

Senator LIEBERMAN. But that would be pretty much the same cost as if the person had been incarcerated in a normal prison?

Mr. COUGHLIN. Well, not in New York State's case. The normal inmate-to-parole officer ratio for a normal inmate is about 1-to-38—38 inmates supervised by one parole officer. For shock incarceration inmates, it is a much richer ratio, 1-to-15. So where the normal parole might cost $2,000 an inmate, this is probably half again that much.

Senator LIEBERMAN. And you are doing that because you think that these folks need some special follow-up afterward?

Mr. COUGHLIN. Oh, I think a 6-month program of structure the way we have it now is going to fall flat on its face unless there is a carryover out into the community.

Senator LIEBERMAN. Unless there is some follow-up. Right.

Let me ask this question. If I have heard you correctly, all of you have indicated that in your States, the boot camp program is limited to nonviolent offenders. Is that correct?

Mr. COUGHLIN. That's correct in New York.

Mr. MITCHELL. Not exactly in Florida, sir. We are not specific as to that requirement except, as I mentioned, the fact that capital and life felons may not be entered.

Senator LIEBERMAN. But you do have some violent offenders who are in there?

Mr. MITCHELL. Yes, I think you could say we do. For instance, robbery is considered a violent crime, but we don't eliminate them.

Senator LIEBERMAN. Well, let me ask New York, in the first case, why limit it to nonviolent offenders? And then in the other States, if you do deal with violent offenders, is there a difference in how the two categories of offenders do in these boot camp programs.

Mr. COUGHLIN. I don't think that it would be necessary to limit all violent inmates from the program. However, the legislature when they designed it did it that way.

Senator LIEBERMAN. What was in their minds do you think—I know it is hard to fathom the mind of a legislative body.

Major TRIDICO. They lost a page and kept on talking, Senator.

Senator LIEBERMAN. Right. [Laughter.]

Mr. COUGHLIN. Well, I'll be very frank with you. It was a new program. It was an innovative program. It cut the minimum of the inmate, and the legislature felt that that was enough.

Senator LIEBERMAN. Got it; okay.

Mr. Jordan, do you limit it to nonviolent?

Mr. JORDAN. No, we do not.

Senator LIEBERMAN. Do you see a different reaction to the program between violent and nonviolent offenders?

Mr. JORDAN. I think the reaction has been somewhat similar.

Senator LIEBERMAN. Florida, the same?

Mr. MITCHELL. About the same, sir.

Mr. COUGHLIN. One point I'd like to make on that is that the predominant crime of commitment in our shock incarceration is possession and sale of narcotics; that's what they were arrested for. That's not to say they hadn't committed 3 or 4 armed robberies or whatever other things and never got caught for it.

Senator LIEBERMAN. Absolutely. That's a real good point.

Let me ask you this. This is a special atmosphere that you are creating. You can see it in the film from Michigan. What about the personnel that you are using to run these programs? Are these people with military backgrounds, generally? Are they people to whom you give special training?

Major TRIDICO. In my program, Senator, we do specially train them briefly for a week. Some of them do have military backgrounds. When we began our program, we thought it would be very desirable to have people with military backgrounds, but we found that we couldn't find all of those people. And I have noticed in the 2½ years that we have been in business, the people who have been with me that long with no military background essentially have that military background now because we are paramilitary. And it works out real well. I wouldn't restrict it to someone with a military background; neither would I restrict staffing to age.

I at the time was the oldest person in the program at 42 when we started the program, and I figured if we have those young horses in there that could run with them and everything, that would be the best; I run with them, also. But I've got a couple of guys in their 50's there, one of them a retired Marine. Age and experience is invaluable in a strictly paramilitary program, also.

Mr. COUGHLIN. The first shock camp we opened was a regular forestry camp which was staffed and running. We took all the camp inmates out, shut the camp down, gave 4 solid weeks of specialized training to the existing staff that was there—from the cooks to the secretaries to the nurses to the correction officers, right on through—and brought the shock inmates in after that 4-week training.

So I think that military background, while it is preferable, is not an absolute necessity. Initial training for the staff, whether it is a week or 4 weeks as we do it, I guess that's up to each State. But that is the key to having the program run. After that 4-week program, I can say that those staff who did not want to be in that program transferred out, and we haven't had a problem with it since.

Senator LIEBERMAN. Let me ask you a final, quick question and ask for a final, quick answer. There has been some reference to the fact that these programs are ones in which inmates or arrestees volunteer. Is that true in all cases? In other words, do you have to volunteer to go into the program, or are some people being transferred to these boot camps against their will, essentially?

Mr. COUGHLIN. In New York, it is a volunteer program.

Senator LIEBERMAN. So they can't be sentenced to this against their will.

Mr. COUGHLIN. No.

Senator LIEBERMAN. How about the other States?

Mr. MITCHELL. In our instance, you'd have to say they are all volunteers. We had one platoon in which we experimented with the idea of shanghaiing some people into it, and it was not a successful experience.

Senator LIEBERMAN. Did they file legal objections, any of those?

Mr. MITCHELL. No, sir.

Senator LIEBERMAN. It just didn't work because they didn't come in with the right attitude.

Mr. MITCHELL. No, sir. They all washed out.

Senator LIEBERMAN. Mr. Jordan?

Mr. JORDAN. No; they do not have to agree.

Senator LIEBERMAN. Do you all think that that is a good idea, or should we authorize a judge to sentence somebody to a boot camp, based on pre-sentence reports, et cetera?

Mr. COUGHLIN. The key to success in shock is attitude. You have to want to change. You'll have to want to not continue in your criminal lifestyle. And to start ordering people to change, it doesn't work in my opinion.

Mr. JORDAN. That hasn't been particularly our experience. I don't think they necessarily come into the program because they want to change—some do—I think they come because they don't want to go to prison, and then the change occurs during the program, for those in which it does occur.

Senator LIEBERMAN. Yes. So you think we might have just as good an effect if we sentenced people against their desire?

Mr. JORDAN. Yes, you might have.

Major TRIDICO. Senator, I think you might have just as good an effect from one standpoint, but then from the other standpoint, if a judge sentences them to the program, I think all the judges would have to know what the mission of the program is. Specifically, our program in Florida is paramilitary, and we have a physical requirement that they have to meet in order to make it through the program. The judge may not have that information.

Senator LIEBERMAN. Thank you all very much.

Thank you, Mr. Chairman.

Senator LEVIN. Thank you, Senator Lieberman.

I want to extend my gratitude to each of you for coming, many of you from long distances, with heavy schedules. We appreciate it. It has been very helpful testimony.

Thank you.

Our next panel is from the Department of Justice. Joining us are Michael Quinlan, the Director of the Federal Bureau of Prisons; with him is Clifford White, who is the Deputy Assistant Attorney General at the Office of Justice Programs.

Mr. Quinlan is the expert on the Federal prison system. Mr. White is here to talk about Federal support of State and local correctional systems.

Mr. Quinlan, we'll start with you. We are going to have to ask both of you, I am afraid, to be very brief in your opening statements, so that we'll have time for questions. We just must finish a few minutes before noon. We have one more panel is the reason that I indicate that.

Mr. Quinlan.

TESTIMONY OF J. MICHAEL QUINLAN, DIRECTOR, FEDERAL BUREAU OF PRISONS,[1] AND CLIFFORD J. WHITE III, DEPUTY ASSISTANT ATTORNEY GENERAL, OFFICE OF JUSTICE PROGRAMS, U.S. DEPARTMENT OF JUSTICE

Mr. QUINLAN. Thank you very much, Senator Levin, Senators.

The Bureau of Prisons and the Department of Justice are here to talk about the subject of boot camps as the State panel has, obviously, and Senator Coats.

We in the Federal Bureau of Prisons, however, do not have a boot camp program. I have visited one of the New York State boot camps that Commissioner Coughlin talked about, and I was very impressed with their rigorous programming, the drug treatment and the literacy training that they provide to the inmates in that program. I think all of the programs—I think 14 States now have boot camps—I think they are to be congratulated for those programs that, as you pointed out, have been developed at the State level.

I think one of the reasons that they were developed at the State level is that there are very few prisoners in the Federal prison system who would qualify for programs similar to the ones that have been developed for the States.

The Federal prison system does provide mandatory work programs offering physical fitness opportunities, unlike some of the experiences that you spoke about, Senator Lieberman, with great inmate idleness, I hope Senator Levin found during his recent visit to the Federal correctional institution in Milan, Michigan that very few inmates in the Federal prison system are idle. We mandate work by all prisoners, and even despite our overcrowding, every prisoner is provided a job if they are sentenced. In pre-trial, it is their option to work.

The Federal prison population is on average 37 years old, and their first commitment occurred at age 24. They have six prior arrests on their record on average and four prior convictions and two prior commitments. Out of the current Federal prison population of 55,000 individuals, if we apply the normal criteria used by the States that have boot camps, we can only find 60 offenders in our system who would qualify for boot camp. We have even expanded our potential criteria to include people up to the age of 35 with a prior commitment and sentences of 8 years or less, which are criteria greater than those used by the States, and we can only find 183 prisoners in the Federal prison system who would qualify for a program under that kind of criteria.

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[1] See p. 238 for Mr. Quinlan's prepared statement.

Although we cannot fund any programs, the Department of Justice supports the concept of boot camps, and as Mr. Clifford White would indicate, they have supported through discretionary grants in the Office of Justice Programs a number of State initiatives in the area of developing boot camp concepts.

In the Federal prison system, we have been developing a concept we call "intensive confinement option", which is similar to boot camps but would be taking some of the best parts of boot camp and applying it to our older population in a way that I think would be most productive, using the time in a constructive way, tying in mandatory work and mandatory programming, drug treatment, literacy training, mandatory physical fitness programming, with no frills, no television, no radio, structuring the activities for a 6-day week, 16 hours a day, early up, early to bed. We think that that kind of a program can work in the Federal prison system.

As I indicated, the Office of Justice Programs intends to continue its initiatives in the area of developing innovative programs with the State and local governments in the boot camp area, and Mr. White is available to answer any questions that you might have about those initiatives.

That would conclude my opening statement, Mr. Chairman.

Senator LEVIN. Thank you so much.

Mr. Quinlan, indeed I did visit Milan and appreciated the staff courtesies there. There was actually a waiting list, as I remember, for prison jobs.

Mr. QUINLAN. That is correct.

Senator LEVIN. So there is not a job for everybody?

Mr. QUINLAN. There is a job for everybody. It may not be in Federal prison industry, Senator——

Senator LEVIN. I see.

Mr. QUINLAN [continuing]. But there is a job for everybody.

Senator LEVIN. And also, as I remember, there are waiting lists to use the gym because of the overcrowding.

Mr. QUINLAN. That's very true.

Senator LEVIN. Mr. Quinlan, you state in your testimony that the Department's support for continued study and demonstration of boot camps is predicated on the assumption that boot camps will be used as an alternative to nonincarceration and not as a means of relieving prison overcrowding.

That is the opposite of the position which was really taken by the States, which is that it should be an alternative to incarceration; that that gives a real incentive to people to go through that system and to survive it. The incentive to go into it is that alternative to a longer prison sentence—and it also is the incentive to finish it. By the time they are through, there is hopefully an attitudinal change, but that incentive is important for all the States.

I am wondering whether or not you would be willing to consider that testimony and that experience in moving in the direction which you are now moving, as I understand it, in the Federal Bureau, which is toward a more supportive position for these boot camp experiments?

Mr. QUINLAN. In the Federal Bureau of Prisons, the program that I described to you, the intensive confinement program, would be a program for persons who had been committed to us by sentencing judges for incarceration. It would be offered to those who met the nonviolent criteria and were under age 35 and had sentences under 8 years and who would be volunteers and who would be approved by the sentencing judge for that kind of a program.

I think it might be better for Mr. White to respond to that question with regard to the OJP programs and their initiatives in that regard.

Senator LEVIN. Would you do that, Mr. White? I think you heard the testimony this morning, and you are familiar with the States that in most instances view the threat of a longer prison sentence as the incentive to people to get through a very, very tough and demanding regimen. I am wondering if you would at least consider that experience, because that seems to be a fairly common, if not universal, experience in the States. Would you be willing to take a look at that and modify your own position, perhaps?

Mr. WHITE. Well, yes, Mr. Chairman, but I am not sure that there is really a direct contradiction between the testimony from the States and the testimony we have submitted today on account of a number of factors. For example, probation is often given as a sentence because of prison crowding conditions, and there is, of course, also a great difference nationwide between sentences and actual time served.

So what we are saying in our testimony—and I'm not sure that all of the State officials who were here earlier would quarrel with this—is that we need to further study, demonstrate and evaluate a variety of intermediate sanctions, especially boot camps, because there is a need for a judge or sentencing authority to have a range of sanctions to fill that gap between incarceration in an ordinary prison setting and probation or parole. I think the goal that we all share is that there has to be a sanction available that is, one, suitable to the crime, and that is predictable.

Senator LEVIN. But the testimony that we have had today and the experience is that in the States the boot camp program, the shock incarceration program, is an alternative to prison. It is that threat, at least in most of the States, which makes it work. I mean, we have had that testimony pretty dramatically here this morning, and I am just wondering whether or not you are willing to accept that kind of experience in the States as something from which we should learn.

Mr. WHITE. Well, I guess my point is that if you have a wider variety of intermediate sanctions including boot camps, then you are going to have more rational sentencing options available to the States.

Now, indeed it may be in some cases that those who are now incarcerated in an ordinary prison setting would appropriately be sent to the boot camp. It could also be as a matter of practice, however, that those who otherwise would be sentenced to probation may now be sentenced to prison because of the available option of the boot camp.

Senator LEVIN. Do you have any problem with a Federal judge saying, "Look, there is going to be a longer prison sentence for you unless you are willing to go through this shock prison approach for 90 or 180 days"—do you have a problem if a judge determines that's the way to get that person into that tough, intensive setting, by using that threat of a longer prison sentence?

Mr. WHITE. As was noted by the earlier panel, the alternative for some except perhaps in those programs where the decision is made entirely at the Department of Corrections level is between boot camps and an ordinary prison environment for a longer period of time.

Senator LEVIN. You say that there is a choice.

Mr. WHITE. Well, to the extent that those are voluntary on the part of the offender——

Senator LEVIN. Well, that may get to the question of just how voluntary it is if you are faced with a longer prison sentence.

Mr. WHITE. That's right.

Senator LEVIN. Putting aside the definition of how voluntary it is, do you have a problem with a Federal judge having the option of imposing a longer prison sentence and telling the prisoner in front of him, "Look, you're going away to prison for a longer period of time unless you go through this boot camp setting." Do you have a problem with a judge using that option?

Mr. WHITE. I don't think I'm competent to speak to what the Executive Branch's position would be on sentences available to the Federal judges. But there is a great need to expand prison capacity by building more institutions. We sometimes forget that probation rolls are growing at perhaps greater rates than incarceration rolls. This is because State and local governments are experiencing prison and jail capacity problems. Many who should be sentenced to incarceration are indeed receiving less severe penalties.

So we need to expand, the range of intermediate sanctions. We have one study from our Bureau of Justice Statistics that shows that 95 percent of the offenders at the State and local level are either recidivists, many chronic recidivists, or violent offenders. A majority of the other 5 percent are either burglars or drug traffickers.

Our testimony suggests a bit of caution if we think that a number of offenders who are now being sentenced and actually being incarcerated can easily be diverted to some alternative program.

We see boot camps as a means of expanding the range of options to a judge rather than simply as a diversion program from prison.

Senator LEVIN. It may not be "rather than simply" that, but can it be that.

Mr. WHITE. We would encourage States to continue their experimentation, as you alluded to earlier, Senator Levin, as the laboratories of democracy that they are supposed to be. We are not saying that in no case would it be inappropriate for someone who is sentenced to prison to be placed in a boot camp. Indeed, we have supported through grants the New York effort.

Senator LEVIN. Yes, I was going to note that. Do you consider boot camp an intermediate sanction?

Mr. WHITE. Yes, we do.

Senator LEVIN. Even though it involves incarceration?

Mr. WHITE. Yes.

Senator LEVIN. Okay. Finally, back to you, Mr. Quinlan, you indicated in your testimony that a typical Federal offender is an inmate, 37 years old, with a first arrest at age 24, first commitment at age 28, average of six prior arrests, four prior convictions, two prior commitments. That's your average.

Mr. QUINLAN. Yes, Senator.

Senator LEVIN. The warden at Milan has 93 prisoners between the ages of 18 and 25, with no prior incarcerations over 30 days. So would you agree that even though the average, the composite Federal prisoner is very different from the State prisoner, and therefore there is probably less of a role, perhaps, in the Federal system for a boot camp, that still there is a significant number that would come within the composite of many States?

Mr. QUINLAN. I would disagree, Senator.

Senator LEVIN. You don't think there are 1,000 Federal prisoners, for instance, between the ages of 18 and 25, with no prior incarcerations over 30 days?

Mr. QUINLAN. I absolutely know there are none. From our research just this week, 187 Federal prisoners under the age of 35 who have no violence, no escapes——

Senator LEVIN. I didn't say violence there, because the violent/nonviolent distinction was not included in my definition. Most of the States permit some record of violence, but not someone who might threaten somebody again on the outside. So I didn't include that, because most States do not make that distinction. They say "parolable offense". For instance, you put people on probation for crimes of violence. If you can put someone on probation for a crime of violence, why in heaven's name can't you send someone to a boot camp for a crime of violence? So leave that definition out.

Mr. QUINLAN. Okay.

Senator LEVIN. My question is, do you think you have 1,000 prisoners between the ages of 18 and 25 with no prior incarcerations over 30 days. That is my question.

Mr. QUINLAN. I would probably say yes.

Senator LEVIN. Okay. Then we get to the violent/nonviolent question, and I would urge you to take a look at that and think about what Senator Coats said, too, that we should be more discriminating in that regard. Because, if you can put someone with a conviction of a violent crime on probation, then why not send that person to a boot camp? That is a lot tougher than probation. But if you'd just get back to us on that, I would appreciate it, because of the time problem we have.

Mr. QUINLAN. Absolutely, Senator.

Senator LEVIN. Senator Lieberman?

Senator LIEBERMAN. Thank you, Mr. Chairman.

I, too, want to pick up on that line of inquiry. I respect you as a first-rate professional in this field, but I found the conclusion that only 60 of 55,000 would qualify, or I suppose implicitly would benefit, from the boot camp program among Federal prisoners to be startling.

I think the point Senator Levin has made is a good one, and I want to come back to that in a minute, about prisoners who are not the average. But even the average 37 year-old, who started being arrested when he was 24 and has a history of repeated arrests, may really need to be put into a dramatically different setting like a boot camp and shaken up, to change his life. So I am puzzled by your reaction, and I want to invite your response to that.

Mr. QUINLAN. Well, I don't disagree that the boot camp experience might be something that would be beneficial to some, although the evidence thus far from the studies that have been done by the Department have not shown a marked difference between the recidivism rates of those who graduate from boot camps as compared to those who graduate from regular incarceration.

Senator LIEBERMAN. So based on that, you are actually skeptical about the whole idea? Forget for a moment how many people of the 55,000 of your prisoners might qualify under State standards—are you unsure about the whole boot camp idea?

Mr. QUINLAN. I'm not convinced, although I am very, very interested in pursuing the concept. I think it should be pursued for those who qualify, Senator. I think that the distinction needs to be pointed out again that the States are dealing with users. As Commissioner Coughlin was telling me this morning, they will have in New York State next year 12,000 offenders convicted of drug possession; 3,400 or so might go to a boot camp.

In the Federal prison system, there is no one to my knowledge serving a Federal prison sentence for possession of drugs, no one.

Senator LIEBERMAN. That was actually one of my next questions. We are beginning to hear, as I am sure you are aware, from Federal judges that there is a growing crisis in the Federal courts because of the increasing number of drug cases that are being prosecuted. But I take it from what you are saying that those cases all involve drug dealers.

Mr. QUINLAN. Absolutely.

Senator LIEBERMAN. Do you challenge the notion that they too could benefit from this kind of program, or do you see them more as——

Mr. QUINLAN. They are entrepreneurs, Senator.

Senator LIEBERMAN. They are entrepreneurs. They are less people who need self-discipline and shock treatment; they are business people.

Mr. QUINLAN. I don't think they would benefit, Senator.

Senator LIEBERMAN. And I suppose the same would go for what we think of, probably inaccurately, as the typical Federal prisoners—the white-collar criminal, the stock manipulator, the embezzler, et cetera. You would say that they would not benefit from this kind of program.

Mr. QUINLAN. I would say that they would probably not benefit from it, although I think the intensive confinement option that we have been discussing for those white-collar offenders or those nonviolent offenders might benefit from a little dose of really highly-structured, regimented programming for a 6- or 12-month period.

I think that as the military has found over their decades of use of boot camps, that that kind of a program really shakes you up and probably benefits you in the long run.

Senator LIEBERMAN. Well, I appreciate your saying that, and I hope you will take a look at it. The most negative response to what you are saying—and this is an overstatement and misstatement in part—is that the Federal prison system is a country club for white-collar criminals, while the State prisons are willing to put these people into a military boot camp and not treat them that way. I understand that those are overstatements, but I think it is important for the Federal prison system to be open to that same kind of shake-up.

My final question concerns the cost of incarceration. Totally apart from what we have said up until this point, all of the State witnesses recommended a boot camp program if for no other reason than its cost-effectiveness. Is that a reason for the Federal system to think about using boot camps, in addition to the notion that a shorter, more certain, perhaps tougher incarceration experience such as boot camp is at least as effective as the more traditional, longer-term program?

Mr. QUINLAN. I think that is yet to be proven. I think certainly the cost question is absolutely true, because the prisoner serves fewer months in incarceration, and therefore the cost is going to be less. But I think it still remains to be discovered and found through research whether actually the shorter sentences are just as effective. Actually, I think that is something that is worth looking at very closely.

Senator LIEBERMAN. So give me a wrap-up on where the Federal prison system is now on this question of boot camps.

Mr. QUINLAN. Where we are is that we are looking at putting into effect for possibly 100 to 200 Federal offenders an intensive confinement option that would be a highly-structured, very regimented, long day, no frills, no amenity program to give those offenders a different taste of a treatment program.

Senator LIEBERMAN. Would you call that a boot camp?

Mr. QUINLAN. We call it "intensive confinement option" so it would not be confused with some of the programs that have been styled as boot camps, because we would have older offenders, Senator, and the boot camp is really a much more rigorous type of program that requires medical flexibility and strength that we would not necessarily require.

Senator LIEBERMAN. And is it fair for me to conclude that based on that experience, you would consider expanding that program in numbers within the system?

Mr. QUINLAN. Absolutely, Senator.

Senator LIEBERMAN. Thank you.

Thank you, Mr. Chairman.

Senator LEVIN. Thank you, Senator Lieberman and gentlemen. Again, we are grateful to both of you for being here today. We know that you are looking at a new program here. We are thankful for that. We think you are on the ball in doing that.

Mr. QUINLAN. Thank you very much, Mr. Chairman.

Senator LEVIN. Finally this morning, our last panel consists of two professors who have spent some time researching and analyzing the boot camp phenomenon.

Doris Layton MacKenzie is an associate professor at Louisiana State University as well as a Visiting Scientist at the National Institute of Justice. She has been studying boot camps as part of an ongoing project funded by the Department of Justice.

Along with Professor MacKenzie, we'll hear from Merry Morash, a Professor at the School of Criminal Justice at Michigan State University. Professor Morash is the author of a soon-to-be-published article that is critical of the boot camp concept.

We welcome you both. I guess for reasons I don't know, we have Professor MacKenzie first; someone flipped a coin. Let me give you a particular welcome, though, Professor Morash, from Michigan. We are really delighted to have you here.

Professor MacKenzie?

TESTIMONY OF DORIS LAYTON MacKENZIE, Ph.D., PROFESSOR, LOUISIANA STATE UNIVERSITY, AND VISITING SCIENTIST, NATIONAL INSTITUTE OF JUSTICE, U.S. DEPARTMENT OF JUSTICE [1]

Professor MACKENZIE. Thank you.

I have been working on two research studies, examining boot camp prisons. The first is the Louisiana State jurisdiction program, and as we started examining that program, we realized that the programs in other States were very different. So the second study involves coordinating the research efforts in seven States.

As part of this project, we have separate evaluators from each State, meeting to coordinate, to be sure that we are getting the same type of information so we can compare the results from the different programs.

As part of the results of the study, I can say a few initial statements. We have done a descriptive study of the seven States that are involved in the cooperative project, and we are completing the study of the Louisiana program.

With this in mind, we can say that programs vary greatly, and any evaluation must begin with a description of the programs and the components of the programs. Programs differ substantially in the amount of time offenders spend in rehabilitation.

There are ways to develop the shock incarceration programs to have an impact on crowding, which all State programs that I am aware of say is one of their major goals. Reduced crowding and the associated cost savings is due to the shorter time offenders spend in prison.

The results are mixed on the effectiveness of these programs in changing offenders in a positive way. There is some evidence that the experience may be more positive than a regular prison.

Success may be contingent upon the emphasis on rehabilitation activities during incarceration and the aftercare during supervision. I think we don't know the answers yet. In my opinion, we see some hopeful signs.

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[1] See p. 250 for Dr. MacKenzie's prepared statement.

I see no evidence that overall the experience is detrimental to these offenders. I do think there is a need to have guidelines, standards and a manual of operations to take advantage of the information we do know about the programs that are in existence and share that with other jurisdictions, particularly as we see cities and counties planning on developing programs and/or also programs for juveniles.

So with that, I will make my comments very short because I am aware of the time constraints.

Senator LEVIN. Thank you.

Professor Morash.

TESTIMONY OF MERRY MORASH, Ph.D., PROFESSOR, SCHOOL OF CRIMINAL JUSTICE, MICHIGAN STATE UNIVERSITY, EAST LANSING, MI [1]

Professor MORASH. First I'd like to thank you for the opportunity to present these ideas. I will just be presenting highlights of a rather complex set of thoughts, so that you may want to look at the full documents I have submitted.

Senator LEVIN. We will, and they will be made part of the record.

Professor MORASH. First of all, I come to this question of boot camps from a historical framework, partly. There have been a succession of simple solutions to very complicated problems in corrections. In fact, in the 1800s, a military regime was instituted in many prisons as a solution to the negative effects of solitary confinement, and during the progressive era, prisons used military organization and calisthenics. Thus, boot camps are not entirely a new reform effort.

We also have gone through similar kinds of attempts to shake up people and frighten them. For our "Scared Straight" programs, there is research evidence that they have not been effective and in some cases have even had negative effects.

I am concerned about a pattern of quick investment in a new program, followed often by a decade during which social scientists like myself have the opportunity to demonstrate that the program does not work and why it does not work. In a time of limited resources, which I think we feel particularly in Michigan, I think it is important to invest our dollars very carefully.

The military boot camp model is intended to develop a fighter spirit, to socialize people to a system of hierarchy and tradition, and to develop camaraderie. There is evidence that the military has been successful in doing these things through its boot camps. Research has shown military boot camps to promote aggression, impulsive behavior, energetic behavior, and also a focus on aggression with a lack of caring about others.

I do understand that no correctional boot camp involves people learning how to shoot guns and fight. However, the models for human behavior are generally aggressive and punitive models, and these types of punishments have been shown to increase aggression among teenagers and among children.

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[1] See p. 261 for Dr. Morash's prepared statement.

Also, when military models have been used in the past in correctional settings, they have often promoted abuse by the leadership and training people of the inmates. Right now we are really in a "honeymoon" period with a new program, and it will be important as we get increased numbers of people in these programs, and as we cannot put our best correctional officers into staffing these programs, that we carefully watch to see that this type of abuse does not develop.

One thing that I have frequently heard people who have personally been through a military boot camp experience talk about is how it helped them feel a real sense of belonging and feel that they had achieved maturity. It is important to remember, though, that much of the military boot camp benefit is from being prepared for a job and a position in the military, not just from the boot camp experience itself.

In terms of the correctional research, one of the things that we are increasingly finding nationally is that the economic changes in this country—and again, coming from Michigan, I think we see this particularly acutely—have led to the destruction of our neighborhoods, increases in drugs, and situations where the only way for people to make a living is through selling drugs. One of the things that strikes me about boot camps is that unless they include a connection to real jobs upon release, they do nothing to deal with the causes of these problems. There is no social science theory that suggests that aggressive role models, an emphasis on discipline or the work ethic will stop people from breaking the law.

I will just make a few concluding recommendations. I think that research is critical in this area. Everyone here today has talked about this being a pilot program. However, one of the difficulties is that this program is apparently going to be compared to prisons, which we know are probably the worst option for corrections. I think you could design alternative programs that include short sentences, intensive supervision afterwards, someone who cares, job-related efforts, and demands in terms of following rules and working that could omit the military approach. These programs, then, could be compared to the boot camp option, and that does not appear to be part of the research agenda at this point.

As I said previously, I think it is going to be important over the long run to watch for abuses of authority in this type of program, particularly if they grow in size and leave the public eye or the public interest, and also it is going to be important to stress strong treatments. The National Science Foundation some time ago pointed out that many of our evaluations show very little effect in corrections because our treatments are so weak, and when you are dealing with several years of lack of education, living on the streets, and becoming "street smart", it would be very unlikely that a 90-day effort could have much effect.

Senator LEVIN. Thank you, Professor Morash. The first question for Professor MacKenzie is relative to recidivism. You indicate you see no strong research that the recidivism of offenders completing the shock incarceration program is reduced.

We heard this morning, at least from New York, that they think there is a reduction. Are you basically saying that overall you see no difference?

Professor MACKENZIE. I am not seeing a difference overall, looking at that data, but that is the difference between picky researchers that say "significant". I'm looking for something large enough that we would test it and say "significant", and I don't see that.

Senator LEVIN. So that at least in that regard, you don't see an advantage——

Professor MACKENZIE. No.

Senator LEVIN [continuing]. Nor a disadvantage.

Professor MACKENZIE. Nor a disadvantage in comparison to people who have spent a longer term in prison.

Senator LEVIN. What about attitudes of prisoners, people, coming out of the camps; have you observed a difference? For instance, Professor Morash talked about more aggressive behavior. Are the boot camp graduates more aggressive?

Professor MACKENZIE. No. Based upon quantitative data where we give them attitude scales, and also lots of interviews with inmates in different programs, I do not think that we see them coming out more aggressive.

As far as being more caring, I think those that go through with a platoon become more caring; they report that their experience was positive. This is very different than people coming out of regular prison. I don't see any evidence of more aggression in the research we have done.

Senator LEVIN. Does your research indicate that boot camps work better with young, nonviolent offenders than with other kinds?

Professor MACKENZIE. No. We really have not gone into depth yet in the type of offenders that would benefit from the program.

Senator LEVIN. So you have not addressed that issue yet?

Professor MACKENZIE. No. We are looking at—that is data we are collecting.

Senator LEVIN. The Department of Justice has indicated that its support of boot camps at the State level is based on an assumption that they will be used only as an alternative to nonincarceration. That seemed to be the thrust, at least, of their written testimony, and more or less, I would say, of their oral testimony this morning.

Now, based on your research, does any State meet that criterion currently?

Professor MACKENZIE. No. All States that we have examined state one of their reasons for developing this program is as an alternative to a longer period of time in prison, and one of their major goals is to address crowded prison. So that is the direction they are taking.

Senator LEVIN. Professor Morash, you indicated that you don't think we should support quick programs. I would agree with you. There is no easy answer, that is clear.

There are experiments, though, that are important. That is one of the great functions of the Federal system is that it has States that can experiment. We don't have to adopt some uniform program and impose it on everybody at once. We've got these test tubes out there, these laboratories.

And I don't think that the boot camp system is quickly being imposed. We've got some States that have had boot camps, I think, for 10 or 12 years, as a matter of fact; other States have picked it up and are experimenting with it. New York is now emphasizing the period after completion of the program a lot more, and they are investing a lot more into that. Michigan is now working on designing a boot camp for women. There are all kinds of experiments that have been going on during the last decade, and they continue.

So if you are cautioning us against some crash program, I think that that is fair. If, however, you are suggesting that the growth of this program has been a crash program, I don't think that that's accurate. I think it has been a gradual program, I think now in a dozen States or so. It started maybe 10, 12 years ago in one, and other States liked what they saw. So I don't know whether you feel that it has been a crash program, or you are cautioning against one.

Professor **MORASH**. Well, I think the issue that I am trying to raise is that there are other approaches that we have reason to believe might work, particularly those that help people to connect to a job. These often are expensive approaches. They may even involve the creation of a job. They may involve very lengthy types of training. And in evaluating the boot camp approach, it does not seem that the appropriate comparison is just to evaluate them against prisons, which we know don't work. If you want to get the most effective program for your dollars, you have to compare the alternatives, not just boot camps versus prisons.

Senator **LEVIN**. Aren't there other programs now that they could be compared to besides prisons?

Professor **MORASH**. I think that there probably are, but one of the things that is important is that if this is not part of the Federal research agenda, if it is just boot camp versus prison, and we find out boot camp is at least more cost-efficient, we still won't know whether boot camp is the best solution, that there aren't alternative programs that also incorporate the short sentence and some of the other features that wouldn't be just as good—or better.

Senator **LEVIN**. Can we not compare the boot camp to those alternatives now?

Professor **MORASH**. You could, but I don't see that as part of the Federal agenda.

Senator **LEVIN**. Are any of the researchers doing that?

Professor **MACKENZIE**. No, but that's the plan, the direction that people are talking, is that we actually need experiment. We are doing comparison group studies partly to describe it and figure out what the programs are. We are comparing probationers to the prison inmates and the shock parolees. But more than that, the direction we want to go is in doing experimental research with other short-term options, and there, one problem that I think ought to be brought up is do we see one of the advantages of these programs, one of the reasons for developing them, a sentencing option that is a punishment, a punishment equal to a longer term in prison. And I think the whole punishment—in a therapy program that does not have discipline and boot camp atmosphere, you don't necessarily get the punishment, and that is something people have to discuss. I think that is real important.

Senator **LEVIN**. I have talked with boot camp officials, I have been to a boot camp; I have talked to staff, inmates, graduates. Maybe it is anecdotal. I can't tell you it is scientific, that I have talked to a cross-section or talked to 100, because I haven't. But I have spent some time on it, some real time on it. And my impression is very positive. Talking to the people who work there, the staff, it is very hard work and takes a tremendous commitment to do what we saw in that film. It is not easy. They burn out. There is a terrific burnout rate in that staff. And I find the staff really care that their people turn around and make a difference. They are not people who are there for sadistic reasons or brutalizing reasons. Quite the opposite. They really want those inmates to change their lifestyle, and they are picked for that.

Professor Morash, has that been your experience—have you been to boot camps, have you visited?

Professor **MORASH**. No, I haven't.

Senator **LEVIN**. Have you met with staff at all?

Professor **MORASH**. We did telephone interviews with directors.

Senator **LEVIN**. Was that your experience in your interviews?

Professor **MORASH**. Yes, I think that is true. And I think if you looked at any correctional program that was new, that had enthusiastic staff, that had some new approaches, that had some time to spend with inmates, that you would find some success stories.

I think the important question, though, is whether this is the best option; are there other options where you would have model programs that would produce the same effect—if not a better effect?

Senator **LEVIN**. Well, there is a way to find out. There are other options that are being used, and they can be tested in terms of cost-effectiveness.

So they are there to be tested. It is not as though we don't have them in place. They are there. And I am curious if anyone doing the research has tested this option against those, or if you find out that anyone is, would you let us know?

Professor **MACKENZIE**. I have encouraged everyone I can think of to please apply for grants to study and develop a proposal to do that, and to my knowledge, nobody has done that yet.

Senator **LEVIN**. Okay. Professor MacKenzie, this one is for you, I guess. It relates to the use of summary discipline. The Bureau of Prisons expressed some concern over the use of summary discipline in boot camps, and I am wondering whether you have done any research into that question. Is that a key ingredient in all boot camp programs?

Professor **MACKENZIE**. No, it is not. In fact, I believe Georgia just recently decided that they were not going to allow summary punishments.

I definitely think there are some issues related to that, and that is why I say we do need people who are informed about these programs and about military experience to get together and write some guidelines and operations manuals, something so that we address this. I don't think it is a problem we can't overcome, because I think we have a professional corrections staff. It could become a problem, particularly without staff training.

Senator **LEVIN**. Is there any particular problem of abuse that you have noted in the boot camps different from what occurs in prisons? Are there more people who are abusive?

Professor MACKENZIE. No, but I probably would not get a good view of that. I mean, I say that there is potential in the summary punishments—there is the potential, and I think we have to move carefully and have to realize that that is a potential. But prisons are dangerous. They are probably safer in the boot camp from the other inmates than they would be in a regular prison.

Senator LEVIN. Have you come across any evidence that there is a greater number of people on staff at the boot camps who might be unprofessional or abusive compared with prisons?

Professor MORASH. No. But I think what you have to compare is not the prison, which we know is bad—we know they are overcrowded—in Michigan, we are practically taking people off the streets and making them prison guards. To compare that and see if those people are abusive in that setting with another doesn't offer a very fair comparison.

Senator LEVIN. Well, it is a relevant comparison, though, because if in the real world now, there is this huge emphasis on prisons, if this is at least one alternative, the fact that it is not in your mind as good as another alternative doesn't mean that it is not preferable to the status quo.

I mean, I gather you are not happy with the status quo in the prison system, either—is that a fair statement?

Professor MORASH. That's a very fair statement, yes. I don't think you could find many people who wouldn't agree with that.

Senator LEVIN. Right. And I agree with you, I don't think that system works well. So you search for alternatives, and the question is: is this better than that? That is one question—I think a relevant question. Another relevant question is: is this as good as some other alternative? Those are both relevant questions.

But if the answer is that this is better than the status quo for some people, for whatever reason, that it is more cost-effective, that the recidivism rate is at least as good, and if there is some evidence that it really can turn around some lives—and at least I have seen that anecdotally, I can tell you; I have talked to people, and we have evidence from families that we just don't have in the prison system. You just don't get this kind of response from families of inmates in prison—thanks for turning that kid around; he was impossible before he went, and now he is a decent human being to live with. You don't get much of that, in my experience, in the prison system. It just becomes kind of a revolving door. At least this—and I don't want to put this on any kind of a pedestal—but at least it is an experiment, started in the States. I think it is well-intended in terms of trying to change life style and to change the status quo, which is not working, and I think again we ought to be not too sanguine that it is going to be a cure-all—it isn't. There is no one cure. But it is a worthy experiment, I believe, and I think we should look at both questions. I think Professor Morash raises a very legitimate question. You can't just compare this to the status quo. You have got to compare this to other alternatives. I think that is a very fair point which should be made and should be done.

Professor MACKENZIE. I think the important issue, since there is a potential for abuse, would be to build in a system of careful monitoring and to develop training programs and supervision programs that prevent abuse in these settings.

Senator LEVIN. If you haven't talked to judges, by the way—for instance, in the City of Detroit where I live—you might do that. One of our witnesses in Lansing was the chief judge in Recorder's Court and a very strong supporter of this. He had seen lives turned around; he did not remember too many lives turned around of people he sent to prison. He sees plenty of them, but he puts them in a very tough, disciplined, structured setting, where they had never had a structured setting in their lives, in many cases, and they seemed changed. And again, he has been through a lot—thousands and thousands of cases. This isn't some new, kind of dewy-eyed experimenter, thrilled with a new program. This is someone who has seen it all. He is a judge who has been in Recorder's Court for over a decade. And what he sees here is a real possibility of changing, forcing, restructuring some very antisocial behavior.

So if you haven't talked to the judges, at least this judge, Judge Roberson in Detroit, I would urge you to do that. I think you will get some real good perspective from a judge's perspective, with a lot of evidence—not anecdotal, like mine, talking to a few inmates, a few staff, some parents and so forth—but I think on a very, if not statistically, scientifically, at least over a large number of years what that experience is. So if you haven't talked with Judge Roberson, I think you might want to do that, in Detroit.

Let me thank both of you for your patience, for you willingness to come. We will stand adjourned.

[Whereupon, at 12:11 p.m., the Subcommittee was adjourned.]

APPENDIX

THE SENATE
LANSING, MICHIGAN

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CHAIRMAN
CRIMINAL JUSTICE AND
URBAN AFFAIRS
CHAIRMAN
SENATE SELECT COMMITTEE
ON EXPORT AND TRADE
VICE CHAIRMAN —
JOINT ADMINISTRATIVE RULES
MEMBER
REGULATORY AFFAIRS

January 25, 1990

The Honorable Carl Levin, Chairman
Subcommittee on Oversight of Government Management
Room 442, Hart Senate Office Building
Washington,D. C. 20510

Dear Senator Levin:

It is with great pleasure that I appear before this subcommittee today in support of legislation to create a federal boot camp program and/or federal financial incentives for state or local initiatives.

On September 14, 1989, I testified before the U. S. House Subcommittee on Judiciary in support of H.R. 2985, introduced in the U. S. House of Representatives by Representative Charles E. Schumer of New York. A transcript of my testimony before the U. S. House subcommittee is available from the record of the hearing on H.R. 2985 dated September 14, 1989, Serial No. 27, p.p. 62-94.

In my testimony before the congressional committee I strongly supported the legislation with the intent to create a federal boot camp program. I strongly urge this committee to move forward with a federal boot camp program. I believe the Michigan experience has proven that the boot camp is effective, cost saving, reduces prison overcrowding, but most important offers the best opportunity of turning young offenders away from a life of crime and into a life of honest productivity. The Michigan experience has shown that the cost of operating a boot camp is $6,665 annually per person compared to $22,500 annually for all other Michigan prisoners. (Exhibit A) This is a cost savings ratio of 3.4 to 1. Our 120 beds for our 90-day program have housed 480 prisoners who would otherwise be incarcerated in our already overcrowded prison system. (Exhibit B) To emphasize this point, those young felons who have dropped out of the boot camp program were imposed an average prison sentence in 1989 by judges throughout Michigan of 2.6 years.

On the many times I've toured Camp Sauble, the Michigan boot camp, and on the hundreds of occasions when I have received communications from young offenders and their parents I've been impressed by the fact that the majority of young offenders are thankful for the opportunity to have a new chance to straighten out their lives. It is my feeling that in communicating with these offenders and their families that the majority of them are sincere and want to make the change. Although our experience is still comparatively new and we have not seen the long-range impact of the reduction of recidivism, the preliminary figures are extremely favorable. Last March the department reviewed those who had completed the full 90-day boot camp program and found that less than 10% at that time had been arrested or convicted for another crime.

The program ranks as one of the best alternatives to incarceration that's available in Michigan to the young offender. In Michigan, even though the program was initiated through the legislative process over the objections of the administration and the Department of Corrections, it is now one that has proven to be an effective alternative to prison. Since its implementation, the administration and the Department of Corrections have completely changed their assessment of the boot camp and are now planning more boot camps for Michigan. In fact, legislation in the current appropriations act has authorized two additional boot camp facilities. (Exhibit C) A third boot camp alternative is also being discussed as a partnership between the county of Kalamazoo and the Department of Corrections.

Michigan has embarked on an extensive and expensive construction program to house the increased prison population. (Exhibit D) This was necessary because of the increase in Michigan's sentences brought about by the drug war and other serious crimes. (Exhibit E) A large portion of this increase has also come about because of the overcrowding of our county jail system, which has brought forward a large increase in short-term sentencing. (Exhibit F) Michigan's incarceration of state prisoners since 1985 has also been higher than both the U. S. average and also the midwest average of incarceration. (Exhibit G)

A recognition of the increased population and escalating costs has brought the Legislature and the State of Michigan to the realization that we cannot construct our way out of the crime problem by merely putting up additional prisons. We must seek out alternative programs. While greatly expanding our prison construction, we have also embarked on correction alternatives. The boot camp was one of them. Legislation creating a community corrections board to seek out alternatives has been another, and we are continuing at this date to seek out other alternatives. In addition, I along with Representative Teola Hunter and Governor Blanchard recently signed a Memo of Understanding for the creation of a new department of children and family services, which will allow us to move forward with an emphasis on prevention. (Exhibit H)

We believe that to deal with the crime problem we must move forward simultaneously in the areas of construction, alternatives and prevention. This has been our goal. You will recognize Michigan's problem when you review the projections of the Department of Corrections for population v rated capacity of the prisons. (Exhibit I) As taxpayers we recognize that we must seek out alternatives when we look at the increased cost of housing prisoners. (Exhibit J) Again, we initiated the boot camp program because it does provide an alternative to incarceration. It was not intended to be a Sunday school camp. It was not intended to be a slight slap on the wrist for people committing misdemeanors. It was intended to be an alternative for young felons who would otherwise be incarcerated in the Michigan prison system for committing a felony--some serious felonies. (Exhibit K) It does save taxpayer dollars. More importantly, the boot camp has proven to be a program which provides the young offender with the opportunity of straightening out his life, learning for the first time in many cases what hard physical labor is, learning for the first time to respect and follow orders, and for many the first opportunity to learn that someone does care about them and for them.

I believe that the boot camp program is very effective, and I urge Congress to adopt federal legislation similar to ours, or to consider a cooperative venture between the federal government and states and local governments to provide funding assistance for this type of alternative program.

Thank you for the opportunity of speaking before this subcommittee. I am also enclosing for your information a Senate Fiscal Agency issue paper that gives a broader overview of the Michigan prison system (Exhibit L), copies of the original Michigan legislation (Exhibit M), amendments to the original law (Exhibit N), and selected articles that I have personally written outlining the boot camp program and my support for the program. (Exhibits O, P, Q, R, S)

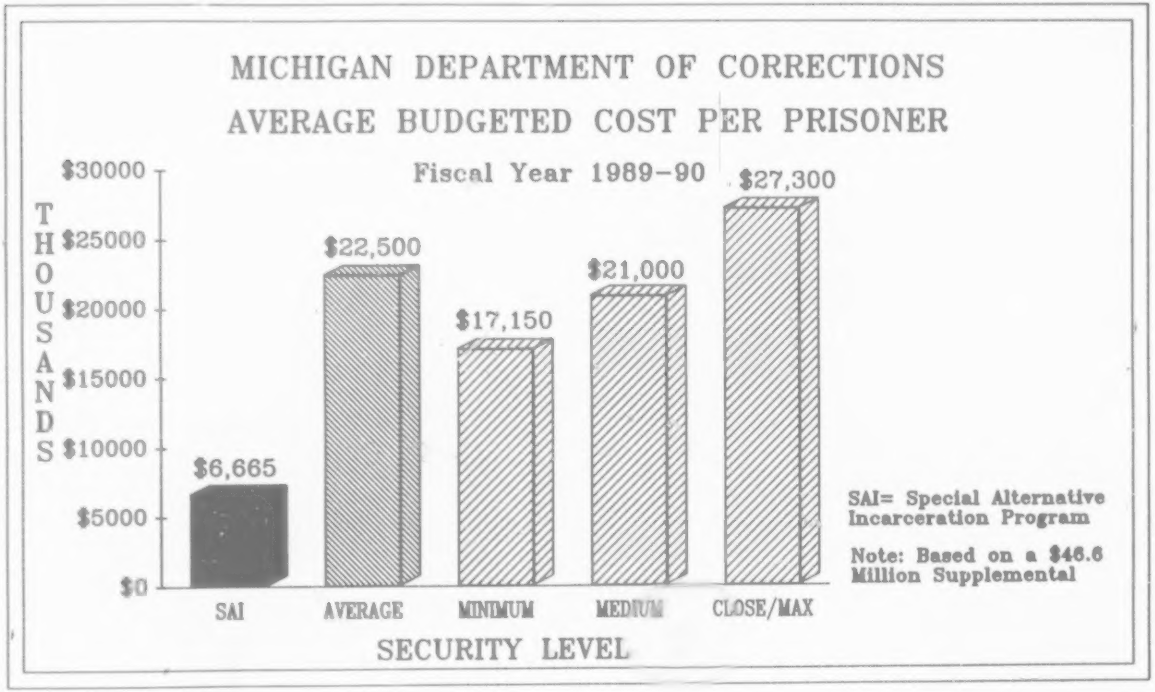
Sincerely,

Jack Welborn
State Senator

JW:pma

Enclosures: 19

JACK WELBORN
STATE SENATOR



MICHIGAN DEPARTMENT OF CORRECTIONS
AVERAGE BUDGETED COST PER PRISONER
Fiscal Year 1989-90

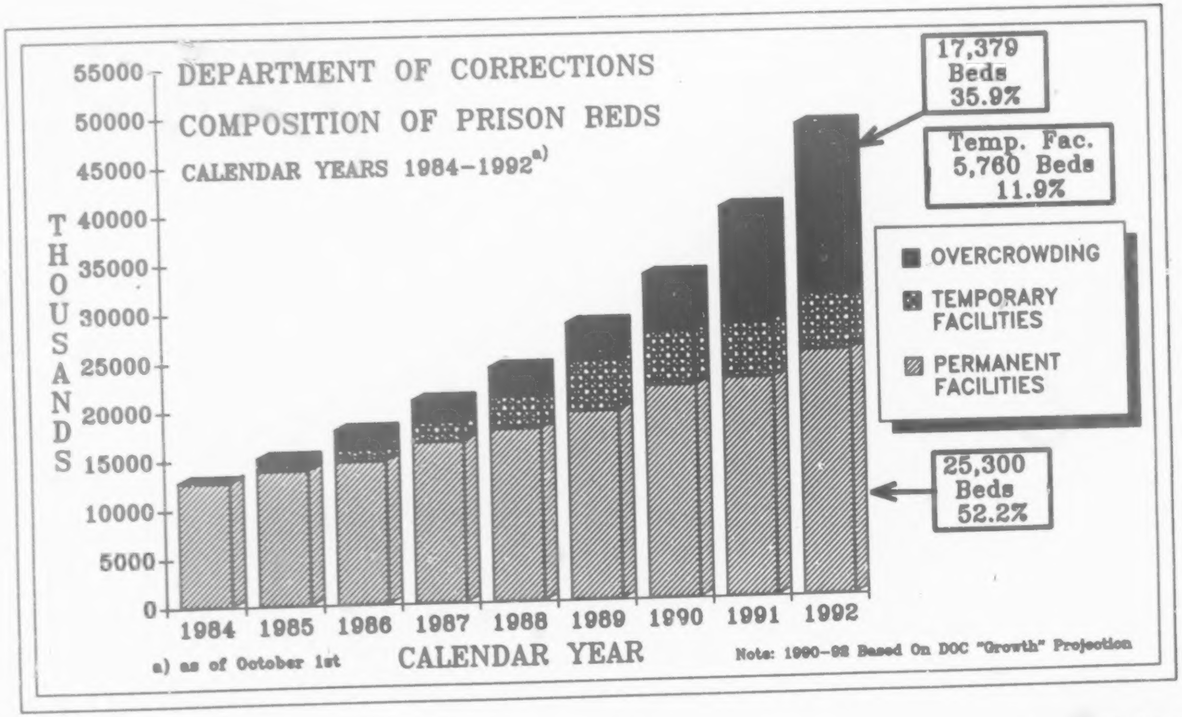
SAI= Special Alternative Incarceration Program

Note: Based on a $46.6 Million Supplemental

Exhibit A

Source: Senate Fiscal Agen
January 25, 1990

JACK WELBORN ★ STATE SENATOR



DEPARTMENT OF CORRECTIONS

COMPOSITION OF PRISON BEDS

CALENDAR YEARS 1984-1992[a)]

a) as of October 1st

Note: 1990-92 Based On DOC "Growth" Projection

Exhibit B

Source: Senate Fiscal Agency
January 25, 1990

DEPARTMENT OF CORRECTIONS

JACK WELBORN
STATE SENATOR

E. ELECTRONIC TETHER PROGRAM

The Conference Committee adopted the Senate's Electronic Tether program initiatives and funding recommendations for FY 1989-90. The gross appropriation of $6,330,200 and 85.2 FTEs represents an increase of $1,377,400 (27.8%) and 34.2 FTEs from FY 1988-89 and $1,269,900 and 34.2 FTEs above the Governor's FY 1989-90 recommendation. While gross appropriations were increased to reflect continued expansion of the program, GF/GP funding was reduced $307,500 from FY 1988-89. Reduced dependence on GF/GP funding reflects planned increased reimbursement from Department of Corrections offenders of $2,193,600, (23.3% above FY 1988-89) and $1,000,000 reimbursement from the local - community tether program initiative.

The Electronic Tether program for FY 1989-90 is budgeted for 2,219 average participants consisting of 1,794 departmental offenders, including 1,000 Community Residential program (CRP), 50 parolees and 744 probationers; 365 local - community corrections offenders, and 60 juveniles.

The average daily reimbursement for Department of Corrections offenders is budgeted at $3.35 per diem, while the local - community corrections offenders and juveniles are budgeted at $7.50 per diem. The $7.50 per diem includes equipment and administrative services. Through June 1989, the State has received $870,622 in program reimbursement reflecting a $3.12 average per diem reimbursement rate per offender based on 1,055 average daily tethered offenders year-to-date. Tether program initiatives include:

-- Community Tether Program - This program is designed to give local communities access to the State's cost effective tether system for $7.50 per diem per offender. The State will provide all equipment, 24-hour system monitoring, and notification of program violators. Local communities are responsible for apprehension of program violators. Local communities benefit from the State's extensive equipment review and development, elimination of front end capital outlay expenditures, and personnel costs associated with maintaining staff to administer and monitor tethered offenders.

-- Juvenile offender pilot program - The Department of Corrections, in conjunction with the Department of Social Services, is required to implement a two-year pilot program to assess the issues and effectiveness of using tether equipment with 60 juvenile offenders.

-- Evaluation and implementation of a second tether system for use with low risk offenders.

[redacted]

The conferees adopted the Senate's SAI program initiatives and funding recommendations for FY 1989-90 [redacted] The gross appropriation of $5,864,300 is $180,000 above the Governor's recommendation, while GF/GP funding for the program is $557,400 less than the Governor's. Based on SAI program performance year-to-date, the Governor's FY 1989-90 funding recommendations were modified and 19.0 FTEs eliminated. Table F1 highlights FY 1988-89 year-to-date, the Governor's FY 1989-90 recommendation and the conference action.

[redacted]

Source: Senate Fiscal Agency
January 25, 1990

1/

Exhibit C

[redacted] For FY 1989-90 the county jail SAI program is limited to 33% of the SAI program's total rated bed capacity. Based on six- and four-month scheduled start-up operation for the second and third camps, respectively[redacted]

[redacted]

TABLE F1

SPECIAL ALTERNATIVE INCARCERATION PROGRAM

	FY 1989 Y-T-D	Governor Recommend FY 1990	Conference				Difference Conference Gov. Rec.
			Camp Sauble	Schoolcraft	Camp #3	TOTAL	
TOTAL FTE	57.0	186.0	57.0	55.0	55.0	167.0	(19.0)
TOTAL PERSONNEL COSTS	1,101,100	2,777,000	2,508,200	1,202,300	801,500	4,512,000	1,735,000
FTE	41.0	138.0	57.0	55.0	55.0	167.0	(19.0)
CSS&M	558,000	1,287,500	584,600	268,000	178,700	1,051,300	(236,200)
Equipment	53,900	132,400	37,500	78,000	78,000	193,500	61,100
Travel	20,000	45,600	16,000	3,000	2,000	21,000	(24,600)
Fuel & Utilities	28,000	63,200	47,200	23,600	15,700	86,500	23,300
Public Service Work Project	639,400	1,378,600	0	0	0	0	(1,378,600)
FTE	16.0	48.0	0.0	0.0	0.0	0.0	(48.0)
GROSS	2,400,400	5,684,300	3,193,500	1,574,900a	1,075,900b	5,864,300	180,000
Local - County Jail Program	0	0	402,800	200,800	133,800	737,400	737,400
GF/GP	2,400,400	5,684,300	2,790,700	1,374,100	942,100	5,126,900	(557,400)

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a) 6-month funding for Schoolcraft.

b) 4-month funding for Camp #3.

SPECIAL ALTERNATIVE INCARCERATION PROGRAM

The Governor's recommendation for FY 1990 provides 6 month funding for two additional camps along with full year funding for Camp Sauble. The House supported the Governor's recommendation. This Senate Initiative recommends several modifications to the Governor's recommendation including:

- Expand eligibility of the SAI program to include felons sentenced to county jail
- Identification of proposed funding for each camp
- Revision to the authorized FTEs
- Consolidation of public service work project funding and FTEs with the total personnel costs line-items
- 6-month funding for camp #2 and 4-month funding for camp #3
- Revisions to recommended line-item appropriations based on FY 1989 year-to-date expenditure patterns

[redacted]

- For FY 1989-90 the county jail - SAI initiative will be limited to not more than 33% of the SAI program's rated bed capacity. Based on the six and four month scheduled start-up operations of the second and third 120 bed camps respectively, the county jail SAI initiative would provide program space for 290 county jail felons.
- Participation in the county jail - SAI program initiative for FY 1989-90 will require interested counties to contribute $28.25 per diem (40%) of the budgeted $70.60 total operating cost per diem (State pays 60%).
- The advantages of this initiative include:
  - earlier intervention into possible jail/prison diversion for offenders
  - freeing up of a county jail bed and an average 20% per diem cost reduction per offender

SFA/lmd 5-31-89
[illegible]

Source: Senate Fiscal Agency
January 25, 1990

Appendix Table C12

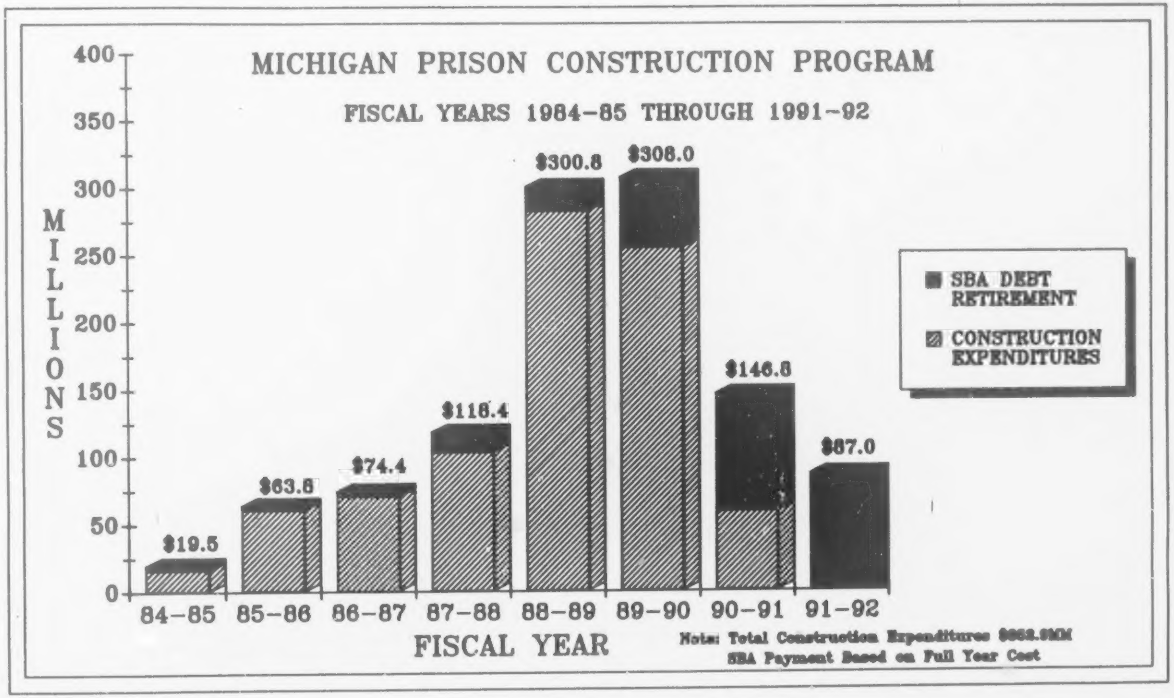
SPECIAL ALTERNATIVE INCARCERATION PROGRAM

	FY 1989 Y-T-D	Recommended FY 1990	House Action	Senate Initiatives				Difference Senate vs. Gov. Rec.
				Camp Sauble	Schoolcraft	Camp #3	TOTAL	
TOTAL FTE	57.0	186.0	186.0	57.0	55.0	55.0	167.0	(19.0)
TOTAL PERSONNEL COSTS	1,101,100	2,777,000	2,777,000	2,508,200	1,202,300	801,500	4,512,000	1,735,000
FTE	41.0	138.0	138.0	57.0	55.0	55.0	167.0	(19.0)
CSS&M	558,000	1,287,500	1,287,500	584,600	268,000	178,700	1,051,300	(236,200)
Equipment	53,900	132,400	132,400	37,500	78,000	78,000	193,500	61,100
Travel	20,000	45,600	45,600	16,000	3,000	2,000	21,000	(24,600)
Fuel & Utilities	28,000	63,200	63,200	47,200	23,600	15,700	86,500	23,300
Public Service Work Project	639,400	1,378,600	1,378,600	0	0	0	0	(1,378,600)
FTE	16.0	48.0	48.0	0.0	0.0	0.0	0.0	(48.0)
GROSS	2,400,400	5,684,300	5,684,300	3,193,500	1,574,900a	1,075,900b	5,864,300	180,000
Local - County Jail Program	0	0	0	402,800	200,800	133,800	737,400	737,400
GF/GP	2,400,400	5,684,300	5,684,300	2,790,700	1,374,100	942,100	5,126,900	(557,400)

---

a) 6-month funding for Schoolcraft.
b) 4-month funding for Camp #3.

JACK WELBORN
STATE SENATOR



MICHIGAN PRISON CONSTRUCTION PROGRAM

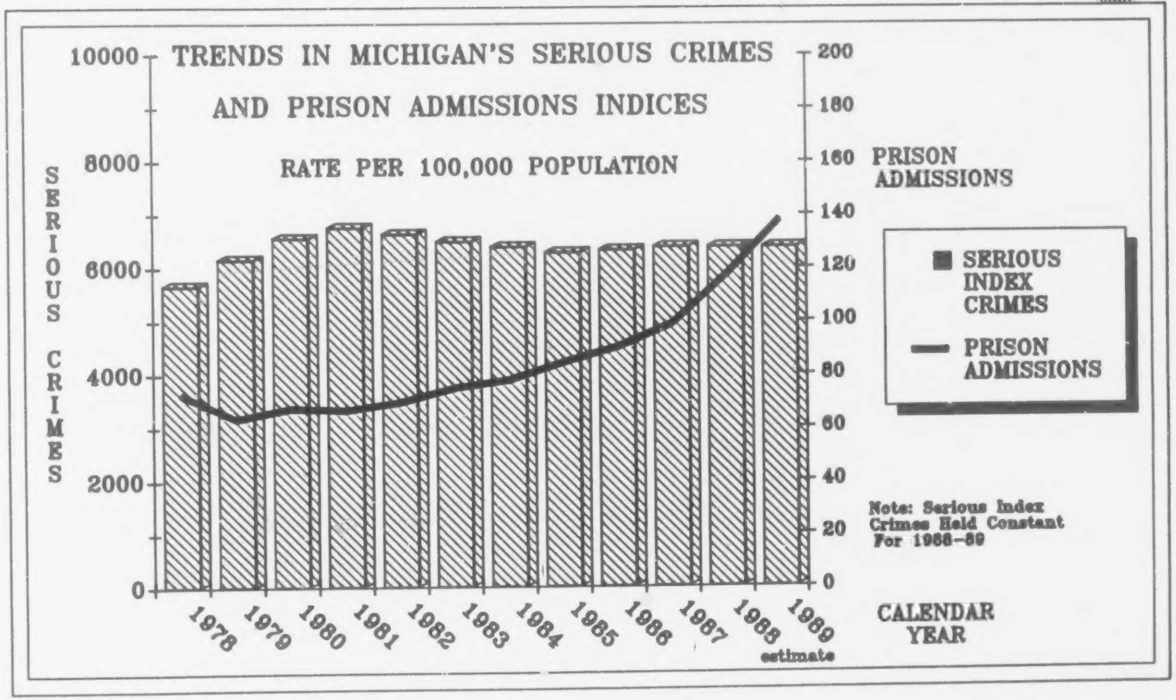
FISCAL YEARS 1984–85 THROUGH 1991–92

Note: Total Construction Expenditures $862.9MM
SBA Payment Based on Full Year Cost

Exhibit D

Source: Senate Fiscal Agency
January 25, 1990

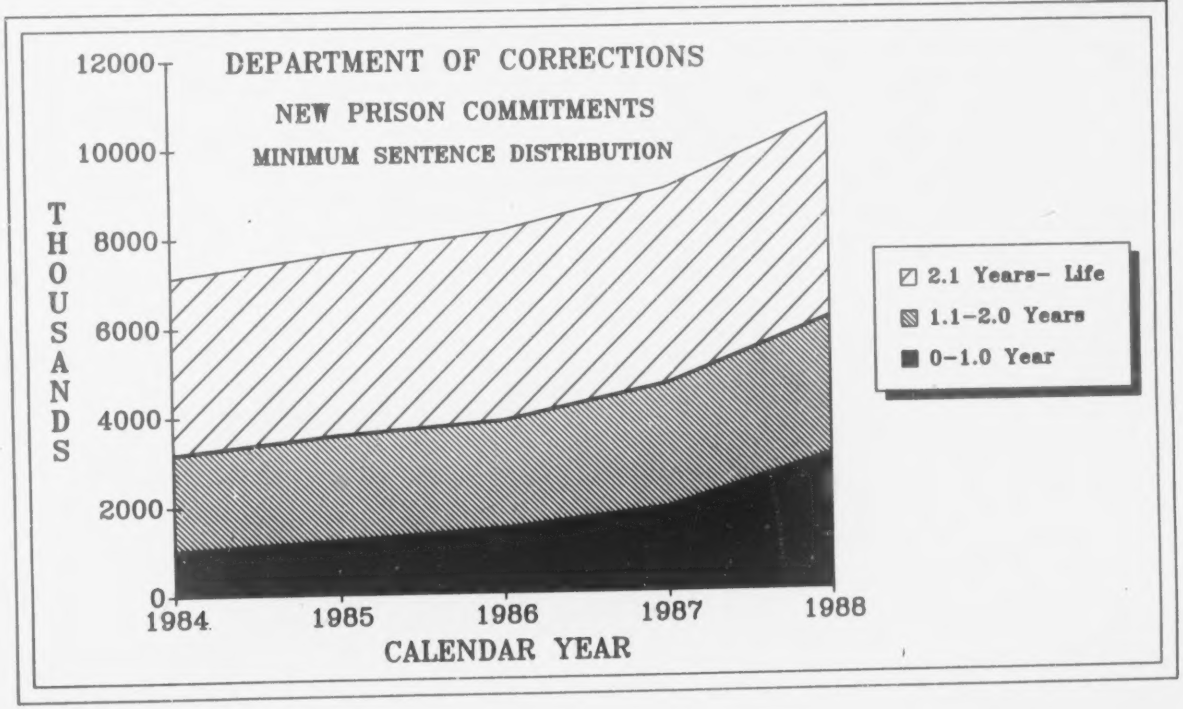
JACK WELBORN STATE SENATOR



Source: Senate Fiscal Agency
January 25, 1990

Exhibit E

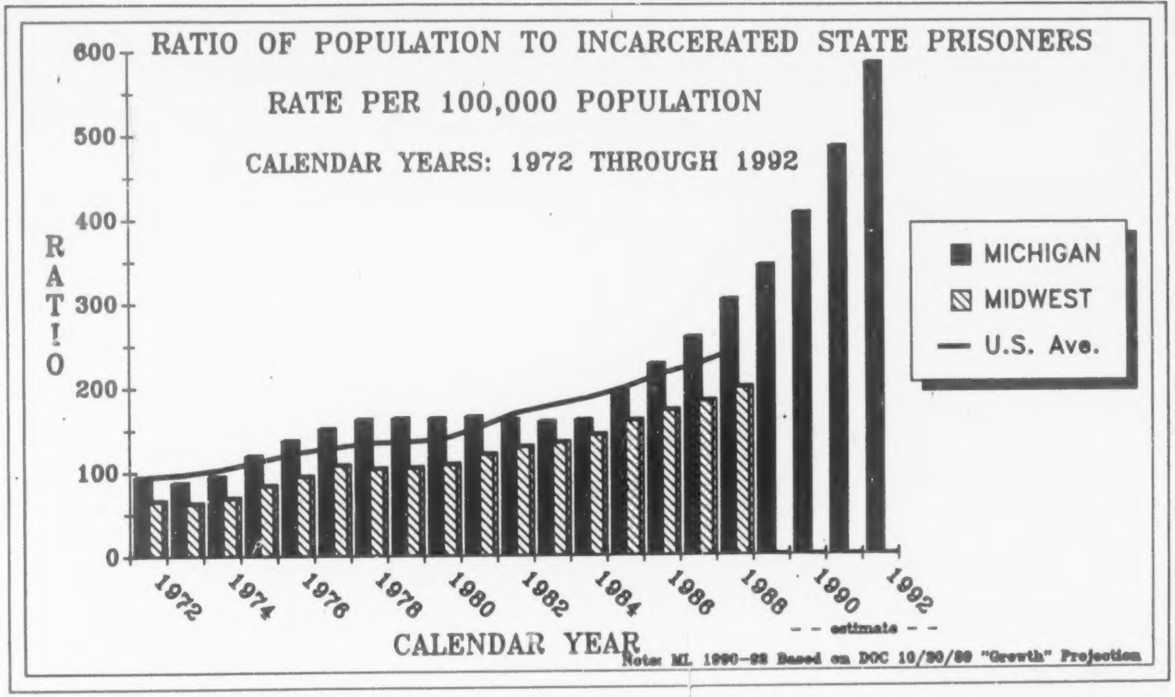
JACK WELBORN
STATE SENATOR



Source: Senate Fiscal Agency
January 25,

Exhibit F

JACK WELBORN STATE SENATOR



Source: Senate Fiscal Agency
January 25, 1990

Exhibit G

THE SENATE
LANSING, MICHIGAN

JACK WELBORN
THIRTEENTH DISTRICT
P O BOX 30036
LANSING, MI 48909-7536
(517) 373-0793

CHAIRMAN
CRIMINAL JUSTICE AND
URBAN AFFAIRS
CHAIRMAN
SENATE SELECT COMMITTEE
ON EXPORT AND TRADE
VICE CHAIRMAN
JOINT ADMINISTRATIVE RULES
MEMBER
REGULATORY AFFAIRS

MEMORANDUM OF UNDERSTANDING

December 12, 1989

The following is a memorandum of understanding regarding the proposed legislative consolidation of services to children and families:

1. Elevation of Office of Children and Youth Services to an autonomous agency (eg., Michigan Children and Family Services Agency) located in Department of Social Services and creation of a joint legislative oversight committee (eg., Joint Committee on Children and Family Services) effective January 1, 1991. The elevation of OCYS to an autonomous agency would include OCYS operations, programs, funds and the following:

a. DSS licensing functions devoted to child welfare and juvenile justice;

b. Direct supervision and management of current local DSS child and family services staff and functions in the 11 largest Michigan counties;

c. Detailed performance contracts between the Michigan Children and Family Services Agency and the remaining DSS county offices and the Director of DSS; and,

d. Direct supervision and management of pilot programs.

The administration of the Michigan Children's Trust Fund and the Juvenile Justice Division of the Office of Criminal Justice will be transferred to the agency with the board of the Children's Trust Fund and the Advisory Committee of the Juvenile Justice Division to operate independently of the agency.

2. Delayed statewide implementation of coordination framework (eg., system of care) until completion of at least 7 voluntary pilot programs with clear criteria for selection and a strong evaluation design to test system of care, consolidated funding, local planning and coordination, case management, family focused services and a single entry or common intake process beginning October 1, 1991 as follows:

a. 5 lower peninsula programs including one large county, one medium county, one county with a human services department, one county with a county executive form of government and a group of counties operating a "regional" program;

b. 2 upper peninsula programs including one large or medium county and a group of counties operation a "regional" program; and,

c. training and review by non-pilot counties.

Exhibit H

The pilot programs are intended to test the coordination and integration of existing services and to develop a continuum of community-based children and family services. It is the intent that DSS employees in the pilot counties will not involuntarily change their state civil service status.

3. Evaluation of pilot programs by the agency, the pilot and non-pilot counties, an independent person or organization selected by the Governor, and the joint legislative oversight committee with recommendations to the legislature by October 1, 1994, regarding the system of care, level of core services, funding formulas, and common intake process.

4. On October 1, 1994, the agency shall submit a plan to the Governor and legislature on the transfer of the authority and funds for children's mental health services and the responsibility and funds for juvenile court treatment services to the proposed department.

5. Elevation of Michigan Children and Family Services Agency to new state department (eg., Department of Children and Family Services), transfer of authority and funds for children's mental health services and the responsibility and funds for juvenile court treatment services, and statewide implementation of revised system of care on October 1, 1995.

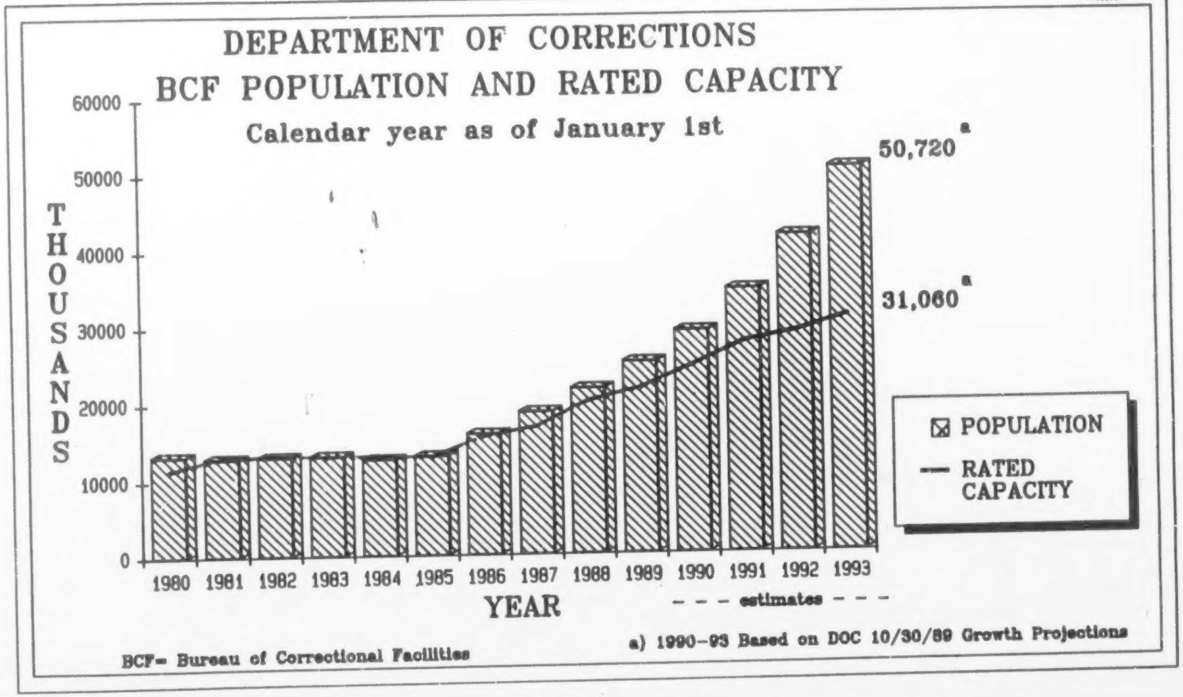
The undersigned enter into this memorandum of understanding on December 12, 1989, and do, hereby, agree that the above constitutes the parameters of an agreement to consolidate and improve the delivery of services to Michigan's children and families that is to be supported by the administration and considered by the House and Senate:

James J. Blanchard, Governor
State of Michigan

Teola Hunter
Representative Teola Hunter, Chair
House Committee on Social Services and Youth

Senator Jack Welborn, Chairman
Senate Criminal Justice and Urban Affairs Committee

JACK WELBORN
STATE SENATOR



DEPARTMENT OF CORRECTIONS
BCF POPULATION AND RATED CAPACITY
Calendar year as of January 1st

BCF= Bureau of Correctional Facilities

a) 1990-93 Based on DOC 10/30/89 Growth Projections

Exhibit I

Source: Senate Fiscal Ager
January 25, 1990

JACK WELBORN
STATE SENATOR

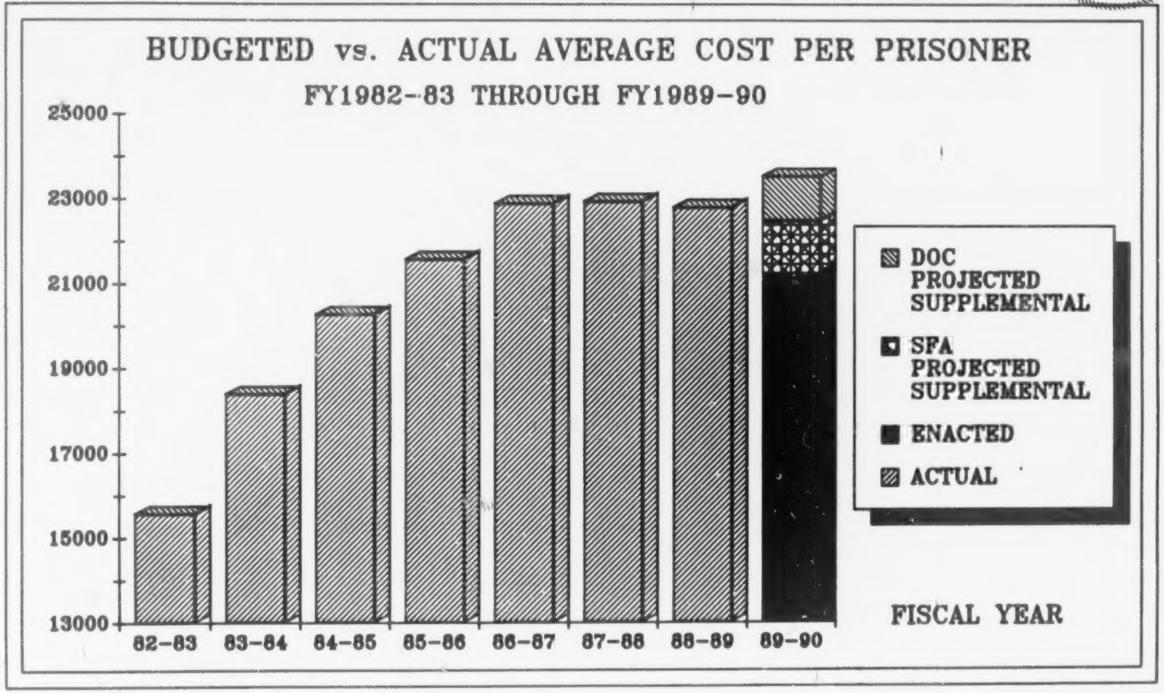


Exhibit J

Source: Senate Fiscal [illegible]ncy
January 25, [illegible]

MICHIGAN DEPARTMENT OF CORRECTIONS
SPECIAL ALTERNATIVE INCARCERATION
MONTHLY REPORT FOR: December, 1989

ADMISSION BY GENERAL OFFENSE CATEGORIES(ATTEMPTS ARE INCLUDED):

	MONTHLY		YTD	
	Orig. Sent.	PVNS	Orig. Sent. *	PVN *
ASSAULT LESS THAN MURDER	0	0	6	1
FELONIOUS ASSAULT	0	1	11	4
ASSAULT TO ROB	1	0	6	1
MANSLAUGHTER	2	0	2	0
NEGLIGENT HOMICIDE	0	0	1	0
ROBBERY UNARMED	0	0	17	3
LARCENY FROM PERSON	0	1	7	6
BREAKING & ENTERING	8	0	130	104
BREAKING & ENTERING AUTO	0	0	12	6
LARCENY FROM AUTO	0	0	2	3
LARCENY FROM BUILDING	2	0	9	14
LARCENY BY CONVERSION	0	0	0	1
LARCENY OVER $100	1	0	8	10
RECEIVING & CONCEALING	4	1	29	12
UTTERING & PUBLISHING	0	1	7	8
FORGERY	0	0	1	2
CARRYING CONCEALED WEAPON	2	2	9	9
MANUFACTURE CONTROLLED SUBS	0	0	0	0
DEL/INT TO DEL CONT SUBS	1	0	13	1
POSS OF CONTROLLED SUBS	1	0	6	2
DEL/INT TO DEL COCAINE	3	0	33	3
POSS OF COCAINE	3	1	31	20
UDAA	2	3	13	12
OTHER	5	2	28	25

* Probation violated

Exhibit K

SENATE FISCAL AGENCY

ISSUE PAPER

KEY TRENDS IN MICHIGAN'S PRISON SYSTEM

by

William Burghardt PhD, Analyst/Economist
December 1989

"A Series of Papers Examining Critical Budgetary Issues Facing the Michigan Legislature"

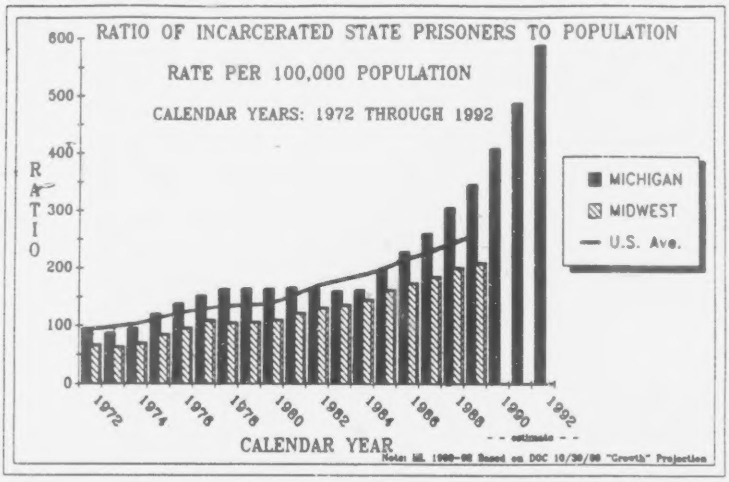
LANSING, MICHIGAN

DOUGLAS B. ROBERTS, DIRECTOR

Exhibit L

KEY TRENDS IN MICHIGAN'S PRISON SYSTEM

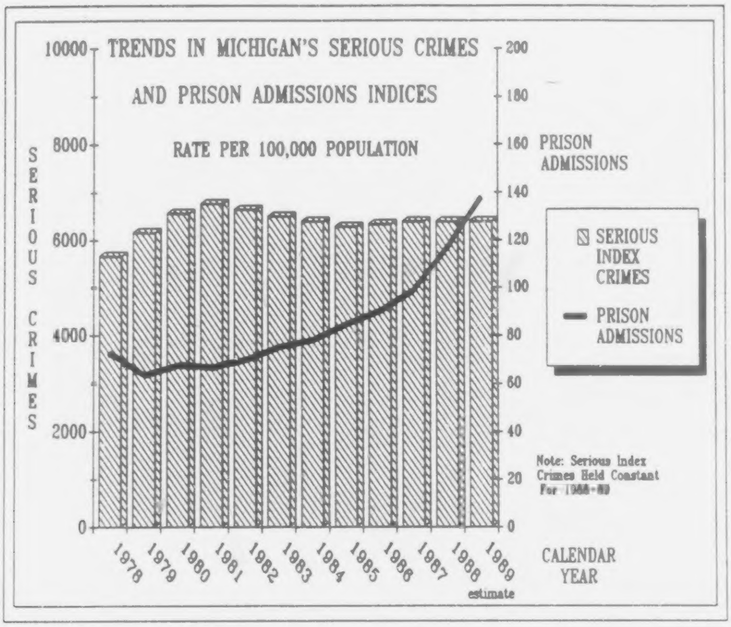
Chart I



Note: MI. 1990-92 Based on DOC 10/30/90 "Growth" Projection

Chart I: Between 1972 and 1989, the rate of incarceration per 100,000 population in the U.S. increased 175% from 94.6 to 260. For the same period, the midwest region experienced a 217% increase, going from 65.6 to 208 per 100,000 population. The trend in Michigan's rate of incarceration over the period 1972 to 1989 has been mixed. Michigan's incarceration rate increased through 1981, which was the first year that the Emergency Powers Act (EPA) was used to release eligible prisoners early. The EPA, which was used a total of nine times between 1981 and 1984, stabilized Michigan's rate of incarceration during that period. Beginning in 1985, the first year of the current prison building program, Michigan's incarceration rate increased to 196, representing a one-year increase of 21.7%. Michigan's incarceration rate in 1989 rose to 346, 66% above the midwest region (208) and 33% higher than the U.S. average of 260. Based on the latest projected prison population estimates, Michigan's incarceration rate is expected to rise to 545 by 1992. If this occurs, Michigan's incarceration rate will have increased 480% in 20 years.

Chart II



Note: Serious Index Crimes Held Constant For 1988-89

Chart II: The index of Michigan's most serious crimes, which includes murder, rape, robbery, aggravated assault, burglary, larceny, motor vehicle theft and arson, declined 4.7% between 1981 and 1986. The six-year decline in Michigan's Index Crimes ended in 1987, the last year for which statistics are available, when the index increased a modest 0.9%.

The 1987 increase in Index Crimes occurred during a period of record number prison commitments. Between 1979 and 1989, the rate of prison commitment per 100,000 increased 117% to 137.8. The trend of increasing prison commitments and relatively stable serious Index Crimes would seem to contradict the popular theory that getting tougher on criminals would be a deterrent to the commitment of further crimes.

Chart III

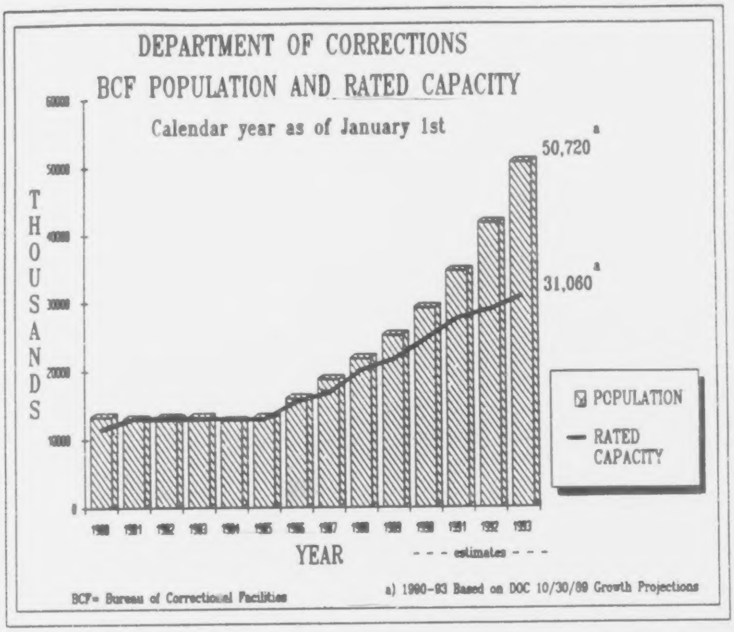


Chart III: During the period 1981 - 1984, Michigan's prison population was held in balance with available prison beds through the use of the Emergency Powers Act. Michigan began an eight-year $852.9 million prison construction program in 1985 soon after the policy decision was made not to use the early release provisions of the EPA again. The prison construction program will provide a total of 18,047 beds, 12,287 (68%) permanent beds and 5,760 (32%) temporary construction beds that were designed to have an expected useful life of 5-10 years. Despite the addition of 18,047 beds based on the Department of Corrections 10-30-89 "growth" population projection, Michigan's prison system is expected to be 19,660 prisoners over capacity by January 1, 1993.

Chart IV

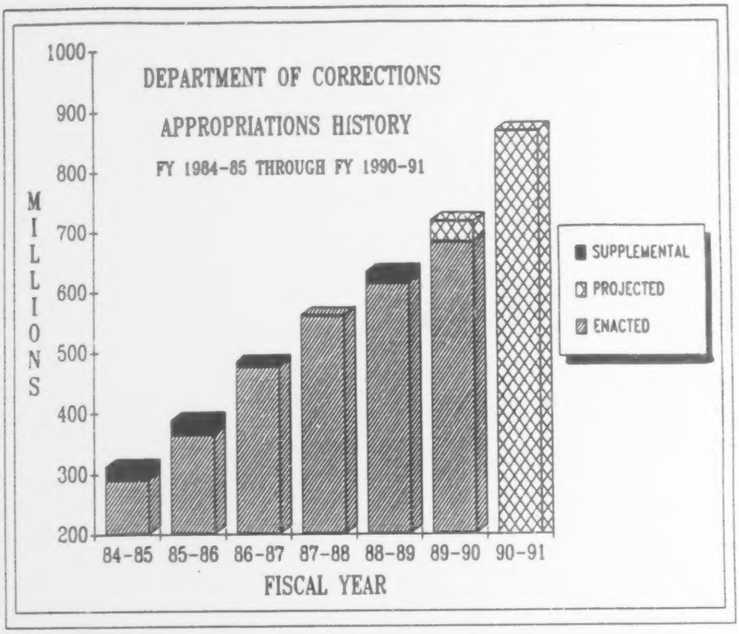


Chart IV: The Department of Corrections General Fund/General Purpose (GF/GP) enacted appropriation for FY 1990 is $684.7 million, an increase of $51.4 million (8.1%) from FY 1989. The Senate Fiscal Agency is currently estimating that the Corrections budget is potentially $40.0 million underfunded for FY 1990. For the period FY 1984-90, the Corrections GF/GP budget increased by $418.9 million, a 158.6% increase. This compares to growth in total State GF/GP appropriations of 35.3% for the FY 1984-90 period. The Senate Fiscal Agency's preliminary FY 1991 GF/GP estimate for the Department of Corrections reflects an increase of more than $100 million from FY 1989 after a $40.0 million supplemental. Most of the year-to-year increase reflects required operating costs for new regional and close/maximum security facilities scheduled to come on-line during FY 1991 and the expected growth in the State's prison population.

Chart V

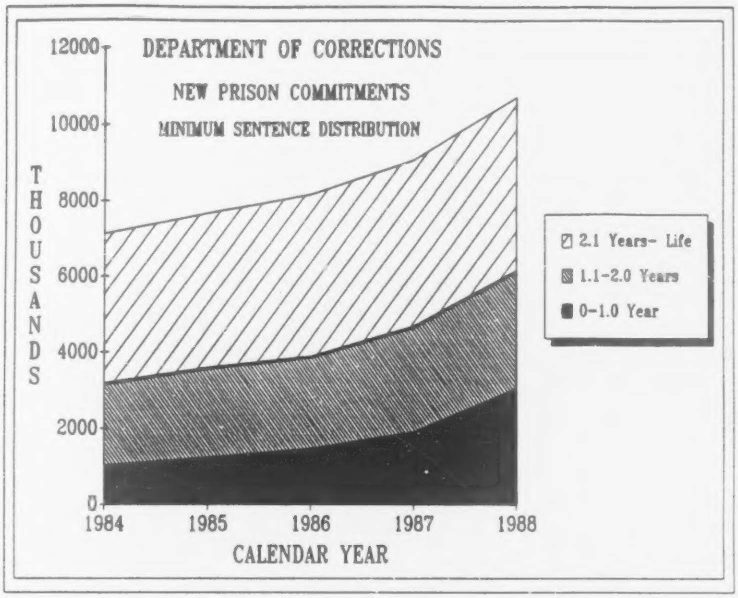


Chart V: Each year since 1984 the number of prison admissions in Michigan has set a new record, reaching 10,746 in 1988. For 1989, the preliminary number of new commitments is expected to be 12,898, an increase of 2,152 from 1988 (20%). A review of Michigan's prisoner admissions by minimum sentence imposed reveals that the 0-12-month and 13-24-month groups represented 21.0% and 28.0% of total admissions, respectively, in 1988. As of July 1989 these two groups comprised 53.6% of total prison commitments. The 75% increase in commitments to the State prison system with minimum sentences of 12 months or less reflects to a large extent the severe overcrowding problem in Michigan's jails.

Chart V reveals that the number of new prison commitments with minimum sentences of 2.1 years-life remained relatively constant between 1984 and 1988. This finding is consistent with the trend in serious index crime in Michigan between 1981 and 1987.

Chart VI

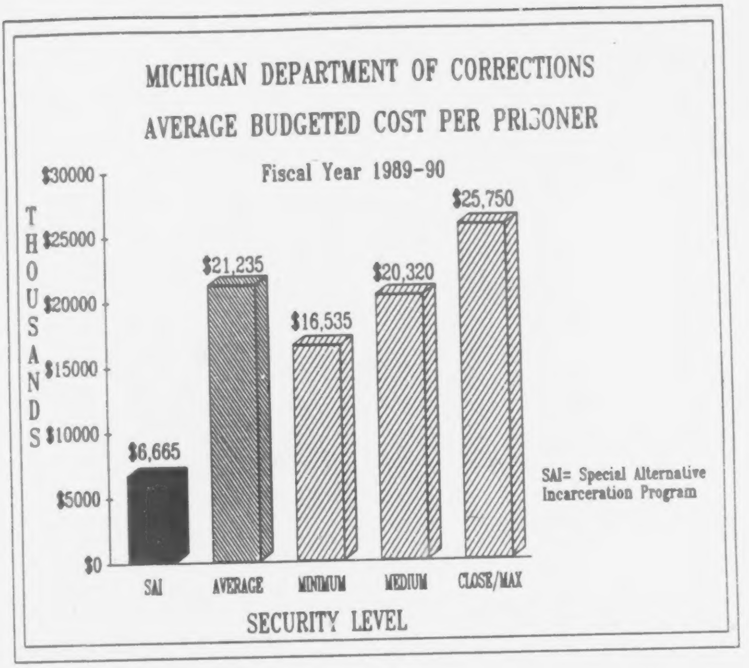
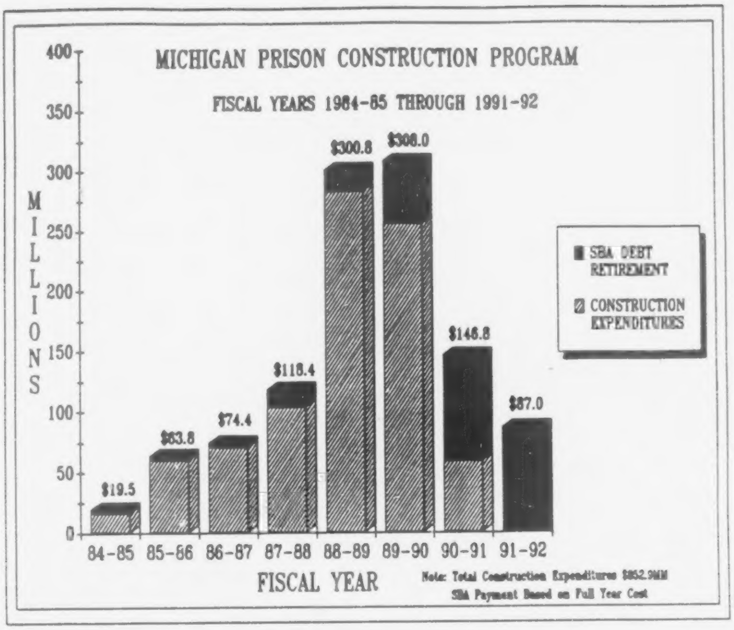


Chart VI: For FY 1990 the average budgeted cost per prisoner is $21,235. The budgeted average cost per prisoner varies according to the prisoner's security level, ranging from $16,535 for minimum security up to $25,750 for maximum. The special alternative incarceration program ("Boot Camp") for probationers, which is a 90-day prison diversion program initiated during FY 1988, has a $6,665 average budgeted cost.

The actual average cost per prisoner in FY 1990 could increase to $23,119 based on the need for a $50.6 million GF/GP supplemental and 33,243 average prisoners. The $23,119 average cost per prisoner represents a 1.2% increase from the FY 1989 average cost and 8.9% above the FY 1990 budgeted average cost per prisoner.

Chart VII

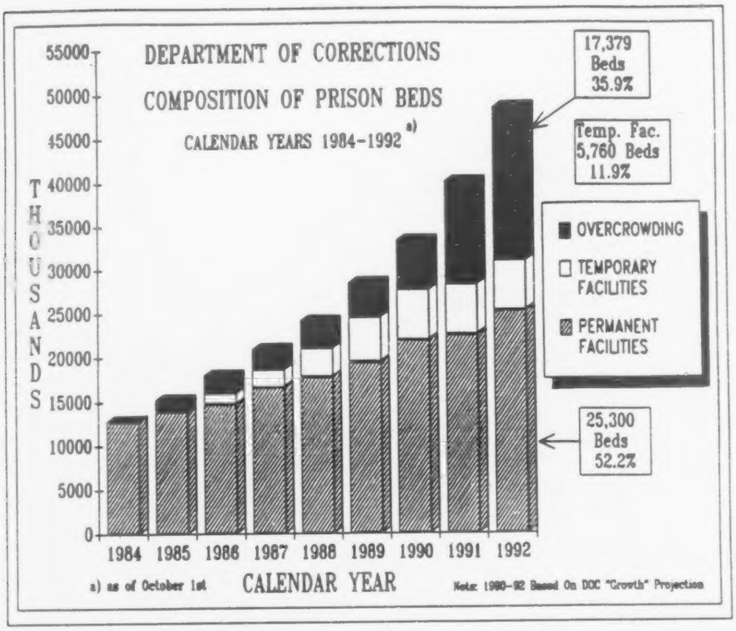


Note: Total Construction Expenditures $852.9MM
SBA Payment Based on Full Year Cost

Chart VII: The State of Michigan began a $852.9 million prison building program in 1985 designed to add 18,280 beds to the State prison system. Based on the current construction schedule, all of the authorized prison projects are expected to be completed and on-line by FY 1992.

As a result of the policy decision to finance approximately 85% of the total cost of the prison construction program with State Building Authority (SBA) bonds, the State will be required to make debt retirement payments over the next 15-20 years. In FY 1990 the estimated total SBA debt retirement payment is $51.7 million. The SBA payment is expected to increase to $87.0 million in FY 1991 and FY 1992.

Chart VIII



a) as of October 1st

Note: 1990-92 Based On DOC "Growth" Projection

Chart VIII: Based on the Department of Correction's October 30, 1989, "Growth" prison population projection scenario and completion of all currently authorized prison facilities, Michigan's prison system is expected to contain 17,379 prisoners, or 56% over rated capacity on October 1, 1992. In addition to the 17,379 temporary overcrowding beds, as of October 1, 1992, Michigan is still scheduled to have 5,760 temporary facility beds on-line.

The temporary prison facilities were originally designed to have a useful life of 5-10 years with a capacity of 640 prisoners. Temporary facilities are currently housing 960 prisoners, which is 50% over design capacity, and as a result are experiencing accelerated wear. By October 1, 1992, the oldest of the temporaries, located at Jackson and Ionia, will be nearly seven years old. In summary, by October 1, 1992, 47.8% of Michigan's prison beds will be either rapidly aging temporary construction or temporary overcrowding beds.

Act No. 286
Public Acts of 1988
Approved by the Governor
August 1, 1988
Filed with the Secretary of State
August 1, 1988

STATE OF MICHIGAN
84TH LEGISLATURE
REGULAR SESSION OF 1988

Introduced by Senators Welborn, N. Smith and Barcia

ENROLLED SENATE BILL No. 691

AN ACT to amend chapter XI of Act No. 175 of the Public Acts of 1927, entitled as amended "An act to revise, consolidate, and codify the laws relating to criminal procedure and to define the jurisdiction, powers, and duties of courts, judges, and other officers of the court under the provisions of this act; to provide laws relative to the rights of persons accused of criminal offenses and ordinance violations; to provide for the arrest of persons charged with or suspected of criminal offenses and ordinance violations; to provide for bail of persons arrested for or accused of criminal offenses and ordinance violations; to provide for the examination of persons accused of criminal offenses; to regulate the procedure relative to grand juries, indictments, informations, and proceedings before trial; to provide for trials of persons complained of or indicted for criminal offenses and ordinance violations and to provide for the procedure in those trials; to provide for judgments and sentences of persons convicted of criminal offenses and ordinance violations; to provide for procedure relating to new trials and appeals in criminal and ordinance violation cases; to provide a uniform system of probation throughout this state and the appointment of probation officers; to prescribe the powers, duties, and compensation of probation officers; to provide penalties for the violation of the duties of probation officers; to provide for procedure governing proceedings to prevent crime and proceedings for the discovery of crime; to provide for fees of officers, witnesses, and others in criminal and ordinance violation cases; to set forth miscellaneous provisions as to criminal procedure in certain cases; to provide penalties for the violation of certain provisions of this act; and to repeal all acts and parts of acts inconsistent with or contravening any of the provisions of this act," as amended, being sections 771.1 to 771.14a of the Michigan Compiled Laws, by adding section 3b.

The People of the State of Michigan enact:

Section 1. Chapter XI of Act No. 175 of the Public Acts of 1927, as amended, being sections 771.1 to 771.14a of the Michigan Compiled Laws, is amended by adding section 3b to read as follows:

CHAPTER XI

Sec. 3b. (1) In addition to any other terms or conditions of probation provided for under this chapter, the court may require under a probation order that a person convicted of a crime, except a crime specified in subsection (10), for which a sentence in a state correctional facility may be imposed shall satisfactorily complete a program of incarceration in a special alternative incarceration unit. The program shall be established and operated by the department of corrections as provided in the special alternative incarceration act.

(2) In order for a person to be placed in a special alternative incarceration program, the person shall meet all of the following requirements:

(a) The person is not less than 17 years of age nor more than 25 years of age at the time of sentencing.

(b) The person has never served a sentence of imprisonment in a state correctional facility.

(c) The person would likely be sentenced to imprisonment in a state correctional facility. The court shall consider the sentencing guidelines established by the supreme court in making a determination under this subdivision.

Exhibit M

(d) The person is physically able to participate in the special alternative incarceration program.

(e) The person does not appear to have any mental handicap that would prevent participation in the sp alternative incarceration program.

(3) Before a court can place a person pursuant to this section, an initial investigation shall be completed by the probation officer. The initial investigation shall establish that the person meets the requirements of subsection (2)(a) to (c).

(4) After a person is placed in a special alternative incarceration program, the department shall establish that the person meets the requirements of subsection (2)(a) to (e). If the person does not meet the requirements of subsection (2)(a) to (e), the person shall be returned to the court for sentencing.

(5) A person shall not be placed in a program of special alternative incarceration unless the person consents to the placement.

(6) In every case in which a person is placed in a special alternative incarceration unit, the clerk of the sentencing court shall, within 5 working days after the placement, mail to the department of corrections a certified copy of the judgment of sentence and the presentence investigation report of the person being placed.

(7) Upon receiving a satisfactory report of performance in the program from the department of corrections, the court shall authorize the release of the person from confinement in the special alternative incarceration unit. However, a person shall not be placed in a unit for more than 90 days. The receipt of an unsatisfactory report shall be grounds for revocation of probation as would any other violation of a condition or term of probation.

(8) A term of special alternative incarceration shall be served in the manner provided in the special alternative incarceration act.

(9) A person shall not be incarcerated in a special alternative incarceration unit more than once.

(10) A person who is convicted of any of the following crimes shall not be eligible for special alternative incarceration:

(a) Section 145c, 520b, 520c, 520d, or 520g of the Michigan penal code, Act No. 328 of the Public Acts of 1931, being sections 750.145c, 750.520b, 750.520c, 750.520d, and 750.520g of the Michigan Compiled Laws.

(b) Section 72, 73, or 75 of Act No. 328 of the Public Acts of 1931, being sections 750.72, 750.73, and 750.75 of the Michigan Compiled Laws.

(c) An attempt to commit a crime described in subdivision (a) or (b).

Section 2. This amendatory act shall take effect July 1, 1988.

Section 3. This amendatory act shall not take effect unless Senate Bill No. 692 of the 84th Legislature is enacted into law.

This act is ordered to take immediate effect.

Secretary of the Senate.

Clerk of the House of Representatives.

Approved ....

....
Governor.

Act No. 287
Public Acts of 1988
Approved by the Governor
August 1, 1988
Filed with the Secretary of State
August 1, 1988

STATE OF MICHIGAN
84TH LEGISLATURE
REGULAR SESSION OF 1988

Introduced by Senators N. Smith, Welborn and Barcia

ENROLLED SENATE BILL No. 692

AN ACT to establish special alternative incarceration units; and to prescribe certain powers and duties of the department of corrections and county sheriffs.

The People of the State of Michigan enact:

Sec. 1. This act shall be known and may be cited as the "special alternative incarceration act".

Sec. 2. As used in this act:

(a) "Department" means the department of corrections.

(b) "Unit" means a special alternative incarceration unit.

Sec. 3. The department shall establish special alternative incarceration units for the purpose of housing and training probationers eligible for special alternative incarceration pursuant to section 3b of chapter XI of the code of criminal procedure, Act No. 175 of the Public Acts of 1927, being section 771.3b of the Michigan Compiled Laws. A probationer who is placed in a unit by a court shall be transported by the county sheriff directly to a unit and shall not be processed through the department's reception center for prisoners. The department may transfer a probationer from 1 unit to another unit at the department's discretion, during the probationer's incarceration in a unit.

Sec. 4. The units shall provide a program of physically strenuous work and exercise, patterned after military basic training, and other programming as determined by the department and approved by the commission of corrections. The term of any probationer's incarceration in a unit shall not exceed 90 days.

Sec. 5. At any time during a probationer's incarceration in a unit, but not less than 5 days before the probationer's expected date of release, the department shall certify to the sentencing court as to whether the probationer has satisfactorily completed the course of training at the unit.

Sec. 6. A probationer who fails to work diligently and productively at the program of the unit, or who fails to obey the rules of behavior established for the unit, may be reported to the sentencing court for possible revocation of probation and may be housed in a county jail while awaiting a probation revocation determination.

Sec. 7. This act shall take effect July 1, 1988.

Sec. 8. This act shall not take effect unless Senate Bill No. 691 of the 84th Legislature is enacted into law.

(92)

This act is ordered to take immediate effect.

Secretary of the Senate.

Daniel H. Evans

Clerk of the House of Representatives.

Approved ____________________________

____

Governor.

Public Act 303 of 1989

STATE OF MICHIGAN

85TH LEGISLATURE

REGULAR SESSION OF 1989

Introduced by Senators Fredricks, Welborn, Dingell, Nichols, Pollack, Carl, Binsfeld, J. Hart, Geo. Hart, Cropsey, Dillingham, Barcia, Posthumus, Kelly, DiNello, Miller and O'Brien

ENROLLED SENATE BILL No. 197

AN ACT to amend section 4 of Act No. 287 of the Public Acts of 1988, entitled "An act to establish special alternative incarceration units; and to prescribe certain powers and duties of the department of corrections and county sheriffs," being section 798.14 of the Michigan Compiled Laws.

The People of the State of Michigan enact:

Section 1. Section 4 of Act No. 287 of the Public Acts of 1988, being section 798.14 of the Michigan Compiled Laws, is amended to read as follows:

Sec. 4. The units shall provide a program of physically strenuous work and exercise, patterned after military basic training, and other programming as determined by the department and approved by the commission of corrections. The term of any probationer's incarceration in a unit shall not exceed 120 days except that the probationer also shall be required to complete a period of not less than 120 days of probation under intensive supervision; and may be required to complete a period of not more than 120 days in a local residential program, if ordered to do so under section 3b(9) of the code of criminal procedure, Act No. 175 of the Public Acts of 1927, being section 771.3b of the Michigan Compiled Laws.

This act is ordered to take immediate effect.

Secretary of the Senate.

Clerk of the House of Representatives.

Approved

Governor.

(103)

Exhibit N

PUBLIC ACT 304 OF 1989

STATE OF MICHIGAN
85TH LEGISLATURE
REGULAR SESSION OF 1989

Introduced by Senators Welborn, Carl, Dingell and Barcia

ENROLLED SENATE BILL No. 652

AN ACT to amend section 3b of chapter XI of Act No. 175 of the Public Acts of 1927, entitled as amended "An act to revise, consolidate, and codify the laws relating to criminal procedure and to define the jurisdiction, powers, and duties of courts, judges, and other officers of the court under the provisions of this act; to provide laws relative to the rights of persons accused of criminal offenses and ordinance violations; to provide for the arrest of persons charged with or suspected of criminal offenses and ordinance violations; to provide for bail of persons arrested for or accused of criminal offenses and ordinance violations; to provide for the examination of persons accused of criminal offenses; to regulate the procedure relative to grand juries, indictments, informations, and proceedings before trial; to provide for trials of persons complained of or indicted for criminal offenses and ordinance violations and to provide for the procedure in those trials; to provide for judgments and sentences of persons convicted of criminal offenses and ordinance violations; to provide for procedure relating to new trials and appeals in criminal and ordinance violation cases; to provide a uniform system of probation throughout this state and the appointment of probation officers; to prescribe the powers, duties, and compensation of probation officers; to provide penalties for the violation of the duties of probation officers; to provide for procedure governing proceedings to prevent crime and proceedings for the discovery of crime; to provide for fees of officers, witnesses, and others in criminal and ordinance violation cases; to set forth miscellaneous provisions as to criminal procedure in certain cases; to provide penalties for the violation of certain provisions of this act; and to repeal all acts and parts of acts inconsistent with or contravening any of the provisions of this act," as added by Act No. 286 of the Public Acts of 1988, being section 771.3b of the Michigan Compiled Laws.

The People of the State of Michigan enact:

Section 1. Section 3b of chapter XI of Act No. 175 of the Public Acts of 1927, as added by Act No. 286 of the Public Acts of 1988, being section 771.3b of the Michigan Compiled Laws, is amended to read as follows:

CHAPTER XI

Sec. 3b. (1) In addition to any other terms or conditions of probation provided for under this chapter, the court may require under a probation order that a person convicted of a crime, except a crime specified in subsection (15), for which a sentence in a state correctional facility may be imposed shall satisfactorily complete a program of incarceration in a special alternative incarceration unit, and a period of not less than 120 days of probation under intensive supervision. The special alternative incarceration program shall be established and operated by the department of corrections as provided in the special alternative incarceration act, Act No. 287 of the Public Acts of 1988, being sections 798.11 to 798.18 of the Michigan Compiled Laws. The court also may require the person to satisfactorily complete a local residential program of vocational training, education, and substance abuse treatment, pursuant to subsection (9).

(2) In order for a person to be placed in a special alternative incarceration program, the person shall meet all of the following requirements:

(a) The person is not more than 25 years of age at the time of sentencing.

(b) The person has never served a sentence of imprisonment in a state correctional facility.

(c) The person would likely be sentenced to imprisonment in a state correctional facility.

(d) The felony sentencing guidelines upper limit for the recommended minimum sentence for the person's offense is 12 months or more, as determined by the department. This subdivision does not apply in either of the following circumstances:

(*i*) The person's offense is not covered by the felony sentencing guidelines.

(*ii*) The reason for the person being considered for placement is that he or she violated the conditions of his or her probation.

(e) The person is physically able to participate in the special alternative incarceration program.

(f) The person does not appear to have any mental handicap that would prevent participation in the special alternative incarceration program.

(3) Subsection (2)(c) and (d) do not prevent the department of corrections from entering into contracts with counties for participation in the county jail special alternative incarceration program. The county jail special alternative program is a program in which convicted felons who would have been sentenced to a county jail with a sentence of 6 to 12 months can participate.

(4) Before a court may place a person pursuant to this section, an initial investigation shall be completed by the probation officer. The initial investigation shall establish that the person meets the requirements of subsection (2)(a) to (c).

(5) After a person is placed in a special alternative incarceration program, the department shall establish that the person meets the requirements of subsection (2)(a) to (f). If the person does not meet the requirements of subsection (2)(a) to (f), the person shall be returned to the court for sentencing. The placement of a person in a special alternative incarceration program is conditioned upon the person meeting the requirements of subsection (2)(a) to (f). If a person does not meet the requirements of subsection (2)(a) to (f), the probation order is rescinded, and the person shall be sentenced in the manner provided by law.

(6) A person shall not be placed in a program of special alternative incarceration unless the person consents to the placement.

(7) In every case in which a person is placed in a special alternative incarceration program, the clerk of the sentencing court shall, within 5 working days after the placement, mail to the department of corrections a certified copy of the judgment of sentence and the presentence investigation report of the person being placed.

(8) Except as provided in subsections (9) and (10). A person shall be placed in a special alternative incarceration program for a period of not more than 120 days. If, during that period, the person misses more than 5 days of program participation due to medical excuse for illness or injury occurring after he or she was placed in the program, the period of placement shall be increased by the number of days missed, beginning with the sixth day of medical excuse, up to a maximum of 20 days. A medical excuse shall be verified by a physician's statement, a copy of which shall be provided to the sentencing court. A person who is medically unable to participate in the program for more than 25 days shall be returned to the court for sentencing pursuant to subsection (5).

(9) The order of probation under subsection (1) may require that a person who successfully completes a special alternative incarceration program also successfully complete an additional period of not more than 120 days of residential treatment in the local governmental jurisdiction from which the person was committed, beginning immediately upon completion of the special alternative incarceration program, if the local unit of government has created a residential program providing vocational training, education, and substance abuse treatment, designed in whole or in part for persons who complete a program of special alternative incarceration.

(10) A person who successfully completes a program of special alternative incarceration shall be placed on probation under intensive supervision for a period of not less than 120 days. The period of probation under intensive supervision shall begin upon the completion of the program of special alternative incarceration, unless the person has been ordered to complete an additional local program of residential treatment as described in subsection (9), in which case the period of probation under intensive supervision shall begin upon completion of the local residential program.

(11) Upon receiving a satisfactory report of performance in the program from the department of corrections, the court shall authorize the release of the person from confinement in the special alternative incarceration unit. The receipt of an unsatisfactory report shall be grounds for revocation of probation as would any other violation of a condition or term of probation.

(12) A term of special alternative incarceration shall be served in the manner provided in the special alternative incarceration act, Act No. 287 of the Public Acts of 1988, being sections 798.11 to 798.18 of the Michigan Compiled Laws.

(13) Except as provided in subsection (14), a person shall not be incarcerated in a special alternative incarceration unit more than once.

(14) If a person was placed in a special alternative incarceration program but was returned to the court for sentencing because of a medical condition existing at the time of the placement, the person may be placed again in a special alternative incarceration program after the medical condition is corrected.

(15) A person who is convicted of any of the following crimes shall not be eligible for placement in the special alternative incarceration program:

(a) Section 145c, 520b, 520c, 520d, or 520g of the Michigan penal code, Act No. 328 of the Public Acts of 1931, being sections 750.145c, 750.520b, 750.520c, 750.520d, and 750.520g of the Michigan Compiled Laws.

(b) Section 72, 73, or 75 of Act No. 328 of the Public Acts of 1931, being sections 750.72, 750.73, and 750.75 of the Michigan Compiled Laws.

(c) An attempt to commit a crime described in subdivision (a) or (b).

This act is ordered to take immediate effect.

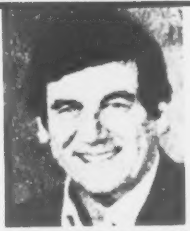
Secretary of the Senate.

Clerk of the House of Representatives.

Approved ....

....

Governor.



Monday, May 30, 1988 - OFFICIAL MICHIGAN

Right to the Point

by Jack Welborn
State Senator

'Yes, Sir. No, Sir.'

Recently I took the opportunity to stop by a prison on an unannounced visit. It was hard to believe what I saw. Prisoners who wore uniforms and said "yes, sir" and "no, sir" when addressing guards or other authorities. I observed prisoners who were following orders, who worked at hard labor during the day, prisoners who were trying to return themselves to being productive citizens rather than criminals.

I observed a prison program that allowed the law violators to go cold turkey on drugs and alcohol, but also on cigarettes. But the greatest thing I observed was that this entire program was right here in Michigan. This time I didn't have to go to Georgia to see the "boot camp" operation.

A little over two years ago when I returned from viewing the Georgia boot camp program, I, along with other Senators, started promoting it here in Michigan. First we ran into strong resistance from the Department of Corrections, but we persisted. Last March at Camp Sauble in Free Soil, Michigan, the Special Alternative Incarceration (SAI) program was instituted with the blessings of corrections officials.

Last week I visited Camp Sauble, which had 24 inmates at that time. I saw the inmates doing calisthenics, cutting wood with crosscut saws, cleaning the barracks, running in formation while shouting positive messages in cadence. "We can do it." "Who can do it?" "You and me. . . feeling good. . . feeling clean. . .". I saw them standing at attention and saying "yes, sir" and "no, sir" to their drill instructor. It was a good sight, made all the better when I contrast the boot camp environment with the "normal" Michigan prison atmosphere. SAI, with its uniforms, discipline, hard work, and its lack of drugs, alcohol and personal property except for essentials like soap and shaving gear, is almost the exact opposite of Michigan's other prisons.

SAI is a voluntary program. Lawbreakers, with the concurrence of sentencing judges, serve 90 days of Special Alternative Incarceration at Camp Sauble in order to avoid prison sentences. Only non-violent criminals between 17 and 25 years of age who have not been in prison previously are eligible.

Not all prisoners can take the discipline and physical activities. Since the program began four inmates have "flunked out" and were sent back to their counties for resentencing to prison. One inmate was sentenced into prison for 4 to 15 years, and another 3 to 10 years. The other two are awaiting decisions by the sentencing judges.

To make it at boot camp, prisoners must be willing to work, study and exercise 16 hours a day. Those who stick it out will get more discipline in 90 days than they would get in three or four years at a regular prison. The only thing they can see on TV is a few minutes of news in the evening and motivational tapes of programs about drugs and alcohol abuse, jobs, stress management, and classes on getting a diploma.

During my visit I talked with several inmates. A 19-year-old told me he got in trouble because he fell in with the wrong crowd and got involved with drugs. He said he would be able to say no to bad influences when he got out because the Camp Sauble routine was making him "physically and mentally tough." An inmate sentenced for unarmed robbery from Detroit said his seven-month-old son would not have been proud to grow up and learn his Dad was a criminal but he would be proud that his Dad had the courage to face his problem and do something to turn his life around. All the inmates I talked to said they would thank the judges who sentenced them for giving them a second chance.

Since I visited Camp Sauble the population of the boot camp participants has grown to 40. The capacity is 156, and I'm certain more judges will soon take advantage of this program.

This hard-work discipline program is valuable for many reasons. It helps alleviate the overcrowding problems at prisons, it helps first-time offenders avoid mixing in prisons with habitual criminals who often teach newcomers how to become better criminals, but most important, boot camp improves the chances of rehabilitation. It gets the inmates off drugs and alcohol and gives them new respect for self and others. The boot camp operation is one of the best "tough love" programs that I know of.

Carl Sandburgh once said, "Nothing happens unless first a dream." Boot camp is a dream coming true. If the dedication and compassion I saw by the boot camp system staff continues, a lot of nightmares will be prevented in the future.

Exhibit O

Right to the Point

by Jack Welborn
State Senator

Monday, June 27, 1988 - OFFICIAL MICHIGAN

"Graduation-"-A new start line

Throughout the country this month--in steel belted cities, green lawned suburbs, and farm dotted rural areas--parents and grandparents have been smiling proudly in auditoriums, football fields, and gymnasiums listening to speeches filled with hope and encouragement watching another generation receive their diplomas. Graduation is a major step in life's journey. It's a time for recognizing past achievement while looking eagerly from a new starting line into the future.

There was a time when many of us took high school graduation for granted--dropouts were relatively rare. But in many schools today the dropout rate, due in large part to the drug culture, is as high as 40%. Persevering in school today, battling the threat of drugs and violence that often accompanies drugs, makes graduation an even more significant accomplishment. And whether the graduate goes on to study law at Harvard, goes to work in an auto factory, or returns to the drought stricken farm, the perseverance and self-discipline that enables a student to stay in school until graduation will always help him or her meet the challenges of life.

Of all of the graduations that have taken place this year, the one I will never forget occurred June 3 in Northern Michigan. It did not take place in an auditorium and there were no caps and gowns, no valedictorian or salutatorian, no lengthy commencement speeches. But the main ingredients of any graduation--past achievement and hope for the future--were not lacking when a young man named Keith became the first "graduate" of the special alternative incarceration program at Camp Sauble in Freesoil, Michigan.

Keith persevered. A Detroit native facing a prison sentence for delivering drugs, Keith was given the option of attending a "boot camp," a program instituted in March for non-violent criminals between age 17 and 25 who have not previously been in prison. He chose 90 days of "yes, sir, no, sir," hard work, exercise and discipline--a regimen designed to save youthful offenders before they become habitual criminals, to get them off drugs and alcohol, and give them new respect for self and others.

Not everyone can take Camp Sauble's rigorous routine. Eight people have flunked out of the program for assault, refusing to work, too many tickets, or a combination thereof. One escaped from a work detail. Four who flunked out are now in prison facing up to 15 years inside the walls. The others are awaiting either a probation violation hearing or sentencing and are currently lodged in county jails.

But Keith stuck it out--the 16-hour work day, the barking commands, the discipline, the regimentation. He "graduated" and he's back home and working, making an honest living in a hardware store. He has told me he now has the character to withstand the pressure of those who would drag him back into a life of drugs and crime. He believes he is strong enough now to be a positive influence on those around him.

One of the greatest honors I've ever had was presenting diplomas to my three children when they graduated from Parchment High School. It's a special honor given only to former school board members. But I'm nearly as proud of Keith's "graduation" as I was when my own children graduated from high school. As I continually say, the boot camp "tough love" program is a dream come true, an idea I got after visiting a similar program in Georgia two years ago. Keith's perseverence has added valuable substance to the dream.

Just as graduation from high school comes to one of the many crossroads of life, so has Keith as he leaves boot camp. He is now at the crossroads. He's been given the opportunity to go straight without a big blemish on his record. The people of Michigan have given him an opportunity to straighten out his life. We have done all we can in pulling Keith out of prison and putting him back on he starting line. The rest is up to you, Keith. Good luck!

Exhibit P

Right to the Point

by Jack Welborn
State Senator

February 20, 1989-OFFICIAL MICHIGAN

Can't wait for researcher

As chairman of the Senate committee on criminal justice, I spend a lot of time inspecting Michigan's prisons and a large share of my mail comes from prisoners. Oftentimes the letters dwell on their alleged innocence, or they want to get out, or some similar request, but oftentimes they point out serious problems in the prisons, such as drug abuse and assaults. Many times the writers are fearful for their lives. Reading about these problems can be depressing because the solutions are usually not readily available. Recently, however, I received letters from two prisoners which definitely belong in the good-news category.

These letters were written to Kalamazoo Circuit Court Judge William Schma. He forwarded them to me because he knew of my involvement in corrections and he knew that I would appreciate the good news. The inmates were in Michigan's new Special Alternative Incarceration (SAI) program at Camp Sauble, most commonly known as boot camp. They had been sent there by Judge Schma, and they were writing to thank him--not because boot camp is a "country club" prison but because, as stated in one letter--"SAI has taught me to be mentally hard, to be honest, and have integrity about myself..This program has helped me a lot. I am presently attending drug abuse classes, group counseling, job skills...and am getting ready to take my GED. My teacher is confident that I will pass...I'm in excellent condition..I am very disciplined...Thank you for giving me a chance in life."

One of the writers was expressing his hope for the future. "Now that I am putting my life back together, I have to start thinking about my life and my little girl's future."

The boot camp program, which began in Michigan last March, is a 90-day regimen of drill, exercise, hard labor, and discipline, discipline, discipline. There are no drugs, not even cigarettes. The inmates wear uniforms, say "yes, sir" and "no, sir" when addressing authorities, and do not have TVs or other luxuries. It is a chance for non-violent criminals between 17 and 25 years of age, who have not been in prison before, to turn their lives around. Not everyone can take the discipline and physical activity--some "flunk out" and are sent back to the judges for sentencing to a regular prison.

In January I was proud to be a presenter of a workshop on Michigan's boot camp program at the national convention of the American Correctional Association held in Texas. It is a rare opportunity for a legislator to showcase one of his state's better accomplishments when he is of the opposite political party of the administration. Being chosen was an even rarer privilege because my presence at the convention was requested by the Michigan Department of Corrections, which I have often criticized and prodded over the years.

Despite the positive presentation by all of us whose states have boot camps, one man on the panel was cautioning undecided states not to start similar programs. As a professional researcher, he said that his research on boot camps is still "inconclusive" and that existing boot camps are run mostly for "political" reasons. He used the word "political" like a synonym for "bad," apparently forgetting that the decisions which grant him funding for research are also "political." Skeptics might even think that a government-funded researcher has a vested interest in prolonging his study.

I am proud to have been a major part of the "political" process that brought the boot camp to Michigan. I'm grateful to the states of Georgia, Florida, and others, as well as the American Correctional Association for pioneering this program that enabled us to develop our boot camp into what, in my opinion, is the best boot camp in the United States, and probably the free world. In fact, I'm so encouraged with the success that I have been working with the Department to locate additional boot camps, and I was pleased that Governor Blanchard in his State of the State message concurred with my desire to see this program expanded.

Boot camps are not 100 percent successful, but I'm sure boot camp graduates--who learn how to say "no" to drugs and "yes" to self-discipline, hard work and honesty--have a far better chance at life than those who go to traditional prisons, where they too often learn how to be better criminals.

In Texas I told the researcher as politely as I could to let me know when he has a better idea. In the meantime, I'll be promoting boot camps and other alternatives. With all due respect, the letters from the inmates from Camp Sauble mean more to me than "inconclusive" research. And at the rate our prison population has been growing--doubling in the last 10 years and now costing taxpayers $25,000 per year for each prisoner--I don't want to wait until the researcher completes his study before taking meaninful steps toward rehabilitation.

Exhibit Q

Right to the Point

by Jack Welborn
State Senator

"Boot camps" work

Though some still argue that it's too early to tell if "boot camps" are worthwhile, support for the military-style incarceration alternative is growning rapidly. That's the impression I got from a recent hearing on boot camps in Washington, D.C. I was honored to be among a few people from around the country invited to testify about this strict prison substitute to the Congressional Subcommittee on Criminal Justice, which is considering implementation of the boot camp concept in the federal prison system.

"Boot camp prisons have rehabilitated prisoners cheaper, better, and in a shorter period of time, " said Rep. Charles E. Schumer of New York, chairman of the subcommittee, in his opening statement. "The record of boot camp prisons in New York and Michigan makes it clear that boot camp prisons are an option that we cannot ignore."

When the Director of the Federal Bureau of Prisons, J. Michael Quinlan, testified against boot camps because "it is too early to tell whether these programs offset prison overcrowding, reduce costs of incarceration, or reduce recidivism," I was reminded of the opposition I got from the Michigan Department of Corrections in 1986 when I began promoting the boot camp idea here. Whenever something new is proposed, the "too early to tell" argument is sure to be raised. But after visiting Georgia's boot camp, I was determined to persuade Michigan to at least give it a try. It took nearly two years to overcome the "too early to tell" syndrome, but in March of 1988 Michigan opened a boot camp, officially known as Special Alternative Incarceration (SAI), at Camp Sauble.

The boot camp is a tough program for non-violent, youthful offenders who have not been in prison before. They get more discipline in 90 days than they would likely get in a lifetime in prison. They wear uniforms and say "yes, sir" and "no, sir" when addressing authorities. Their days consist of drill, exercise, and hard labor, and at night they get drug abuse counseling and other education programs. Most importantly, they get a chance to turn their lives around.

"For many of the young offenders going through SAI, it is the first time they have ever felt good about themselves and about others around them," Michigan SAI Director Donald Hengesh testified. "For many, it is also the first time they have felt that someone really cares about them...We have had numerous phone calls and letters from parents and judges as to the positive results that they have seen. We regularly get calls from graduates thanking staff for their help." I've also received many similar calls and letters.

The program has been so successful we are now in the process of expanding the boot camp program from 120 beds to 1000 beds. Of the SAI program's 354 "graduates" to date, less than 10 percent have been arrested for other crimes after their release. Nearly 75 percent of the inmates released from regular prisons return within four years. Realistically, boot camp officials expect their 10 percent recidivism rate to rise somewhat after their graduates spend more time in the community. But we don't intend to sit by idly as the positive effects of boot camp wear off and give way to the negative influences of the crime-ridden environments to which many of the graduates return. I am working with the Department to add an aftercare component to the program, which will include intense supervision, counseling, education, and help getting a job.

The boot camp program will never achieve a zero percent recidivism rate, but at least it keeps those with a desire to go straight away from the negative influences that would surely surround them in a traditional prison setting. Besides at the rate our prison population has been growing--from 7,874 to 29,105 in Michigan since I came to the Legislature in 1973--it is not too early to tell that preservation of the old corrections status quo is not the answer to our crime and prison overcrowding problems.

As I said, after visiting Georgia's boot camp, this program is designed to produce better citizens, whereas the regular prisons seem to produce better criminals, and the Michigan program is proving it.

I was grateful for the opportunity to testify in Washington about the success Michigan's SAI program is achieving. Certainly it is not too early to tell that every American community is threatened by today's drug-induced crime wave. Nor is it too early to spread the word about crime prevention alternatives that work.

Exhibit R

Reputation of Boot Camp's Success Spreading

JACK WELBORN
STATE SENATOR

As Chairman of the Senate Committee on Criminal Justice, I spend a lot of time inspecting Michigan's prisons and a large portion of my mail comes from prisoners. Often the prisoners dwell on their alleged innocence, or they want to get out, or some similar request. In many letters they point out serious problems in the prisons, such as drug abuse and assaults. Sometimes the writers are fearful for their lives. Reading about these problems can be depressing because the solutions are usually not readily available. Earlier this year, however, I received letters from two prisoners which definitely belong in the good-news category.

These letters were written to Kalamazoo Circuit Court Judge William Schma. He forwarded them to me because he knew of my involvement in corrections and he knew that I would appreciate the good news. The inmates were in Michigan's new Special Alternative Incarceration (SAI) program at Camp Sauble, most commonly known as "boot camp." They had been sent there by Judge Schma, and they were writing to thank him—not because boot camp is a "country club" prison but because, as stated in one letter—

"SAI has taught me to be mentally hard, to be honest, and have integrity about myself... This program has helped me a lot. I am presently attending drug abuse classes, group counseling, job skills... and am getting ready to take my GED. My teacher is confident that I will pass... I'm in excellent condition... I am very disciplined... Thank you for giving me a chance in life."

One of the writers was expressing his hope for the future. "Now that I am putting my life back together, I have to start thinking about my life and my little girl's future."

The boot camp program, which began in Michigan in March of 1988, is a 90-day regimen of drill, exercise, hard labor, and discipline, discipline, discipline. There are no drugs, not even cigarettes. The inmates wear uniforms, say "yes sir" or "no, sir" when addressing authorities, and do not have TVs or other luxuries. It is a chance for non-violent criminals between 17 and 25 years of age, who have not been in prison before, to turn their lives around. Not everyone can take the discipline and physical activity—some "flunk out" and are sent back to the judges for sentencing to a regular prison.

In January I was proud to be a presenter of a workshop on Michigan's boot camp program at the national convention of the American Correctional Association held in Texas. It is a rare opportunity for a legislator to showcase one of his state's better accomplishments when he is of the opposite political party of the administration. Being chosen was an even rarer privilege because my presence at the convention was requested by the Michigan Department of Corrections, which I have often criticized and prodded over the years.

I'm grateful to the states of Georgia, Florida, and others, as well as the American Correctional Association for pioneering this program that enabled us to develop our boot camp into what, in my opinion, is the best boot camp program in the United States, and probably the free world. In fact, I'm so encouraged with the success that I have been working with the Department to locate additional boot camps, and I was pleased that Governor Blanchard in his State of the State message concurred with my desire to see this program expanded.

The reputation of Michigan's boot camp program is quickly spreading to other states. As I mentioned in the "Crime Fight Continues" article, a representative from California was here in June to observe our boot camp. And in July Governor Thompson of Illinois personally toured Camp Sauble.

"I think I'm pretty much convinced," Governor Thompson said in a *Ludington Daily News* quote. "I think it's a well run program. Obviously the Michigan Department of Corrections has a lot of expertise." He hopes to start a similar boot camp program in Illinois, perhaps as early as this fall.

Boot camps are not 100 percent successful, but I'm sure boot camp graduates—who learn how to say "no" to drugs and "yes" to self-discipline, hard work, and honesty—have a far better chance at life than those who go to traditional prisons, where they too often learn how to be better criminals.

Governor Thompson of Illinois (2nd from right) observing work activity at Camp Sauble "boot camp." Photo by Steve Begnoche, courtesy of *Ludington Daily News.*

Exhibit S

TESTIMONY OF DONALD J. HENGESH
DIRECTOR, SPECIAL ALTERNATIVE INCARCERATION
MICHIGAN DEPARTMENT OF CORRECTIONS
MONDAY JANUARY 29, 1990

Mr. Chairman and subcommittee members, on behalf of Governor James Blanchard and Robert Brown, Jr., Director, Michigan Department of Corrections I want to thank you for giving us the opportunity to tell about Michigan's experiences with "shock incarceration" or "boot camps".

Special Alternative Incarceration (S.A.I.) as it is known in Michigan is a 90, soon to be 120, day program of strict discipline, physical training, hard work, all done within a strict-military basic training type regimen. We have also included programs in the evening, which everyone must attend, in substance abuse awareness, General Education Development (GED), life coping skills, group counseling and stress management.

S.A.I. is a sentencing alternative for judges. State statute allows a judge to place an offender on probation with a condition that he or she complete the S.A.I. program instead of going to prison as the minimum on the Michigan Felony Sentencing Guideline provides for. Michigan prisons are over crowded and projections show the department being 16,000 prisoners over capacity by the end of 1991. We do know that these young people would be coming to prison if it were not for **S.A.I.** Thus, we are saving prison beds and the big dollars that go with incarceration, and that is important. We also plan on seeking legislation that will allow us to take prisoners from our reception center, who have regular prison sentences, and divert them to the boot camp program with authority to then return them to the community after completion of **S.A.I.** rather than serving the original sentence.

I should interject that we do not see "shock incarceration" as a panacea for prison overcrowding or that "boot camps" are for everyone. These type programs are politically popular as well as popular with the public, judges and law enforcement.

It is to early to tell about the result of "boot camp" operations,

but our experience to date has been positive. We have some information regarding numbers of new arrests. We are collecting data as we go along so that the needed information is available for evaluation and research later on by either our department or some other agency. We do not have any evidence that "boot camps" harm anyone, and we do watch this very closely. But, as I stated earlier, we do know that we are diverting some young offenders from prison.

The intent of S.A.I. is to teach young offenders **SELF-ESTEEM, SELF-DISCIPLINE, SELF-RESPONSIBILITY, SELF-MOTIVATION AND A SOLID WORK ETHIC.** S.A.I. is not a "scared straight" type program. Our data shows that 39% of admissions have five (5) or more arrests, 12% with four (4) arrests. These young have been through the criminal justice system on numerous occasions and you are not going to scare them into a "law abiding life-style". During our intake process, we literally strip away that "tough guy" image they carried on the street. Then we start rebuilding them and teaching them personal skills, motivation, self-esteem, and it is through this that they develop within themselves a desire to do good and not return to the criminal life-style. For many of the young men going through S.A.I., this is the first time that they have ever felt good about themselves and about those around them. For some, it is also the first time they have felt that someone really cares for them and is trying to help them.

Staff are the key in making this whole process work. They must carry themselves and project that "drill instructor" image and toughness. Yet, they must have a whole lot of compassion. Staff continually demands that the offender give 100% of himself, and that he must perform up to his maximum potential. Many do not know what their potential or best is. Most of the probationers have been "quitters" all their life. Whenever there were demands put on them to perform be it at school, home, on the job, or with family members, spouse or girlfriend, they have quit. Staff have to know when to push an offender to excel and achieve. In turn, they must know when to back off and maybe just listen, give a word of encouragement, counsel the young man or just leave him alone. I look at my staff as being tough as stone, but with hearts of gold.

S.A.I. is hard. It is bought physically and mentally demanding. They are up at 5:00 a.m. and start the day with some wake-up and stretching exercise. After breakfast there is room and personal inspections. Then they are off to a hard days work of physically demanding labor. They finish the afternoon out with about one hour of aerobic exercise and a two to three mile run. After the evening meal they have one hour of free time to relax and then it is off to 2 1/2 hours of programming. One more inspection and it is into bed and lights out at 10:00 p.m.

Some quit saying the program is to tough. Some quit because they just do not want to make that commitment to change. However; when a probationer does quit, staff will go that extra mile counseling, talking with the young man to stay in the program. Many of our graduates have quit two or three times, but staff convinced them to keep trying, one day at a time.

Some people may question the toughness of the program. But, we have just 90 to 120 days in which to instill those characteristics of SELF-ESTEEM, SELF-MOTIVATION, SELF-DISCIPLINE AND A SOLID WORK ETHIC. If they are not ready or willing to accept what we are offering, we do not want them returning to the community. The other probationers do not want them graduating with them either if they have not accepted the program. As example, we had five young men graduating. On the night before they were getting their civilian clothes and in the process one probationer stole a pair of tennis shoes from someone's property. The other four probationers when to the officer and told on the thief and said they did not want him graduating with them.

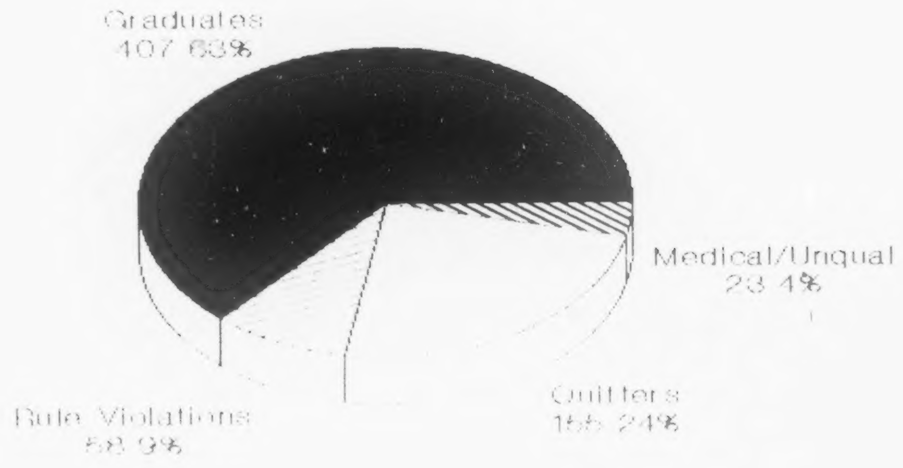
The key to making what we do in the "boot camp" work when the probationer returns to the community is AFTERCARE. Making sure that the offenders keeps up on the self-discipline, that they are working or going to school, staying away from drugs and the living environment is conducive to staying crime free.

We have just prepared a package to expand **S.A.I.** We also plan a female S.A.I. program to include the same components as the male program; however, the Department has not found a suitable site. We will continue to look for a site for a women's program. It also has the addition of a strong aftercare program. That aftercare program will consist of a probation residential center for those in need of additional programming and at least 120 days of intensive probation supervision for all graduates. With our expansion, we will have a very formalized intake of three (3) weeks that will be followed by 10 weeks of the basic **S.A.I.** program. The last four (4) weeks will be a decompression pre-release program. In this phase we will be concentrating on providing the offender with the skills necessary to make it in the community as well as ensuring that a placement plan is in place and possibly even a job lined-up.

Special Alternative Incarceration (S.A.I.), shock incarceration, boot camps or whatever you want to call the program, is not for everyone nor is it a cure-all for correctional problems. It is, however, another alternative that seems to have potential.

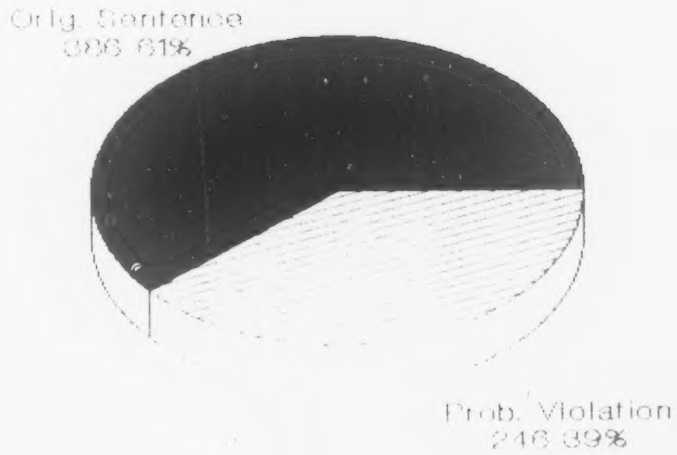
Thank you Mr. Chairman. If you have questions, I will be glad to answer them. I have with me, to also answer questions, John Staten, Assistant Deputy Director, Bureau of Correctional Facilities and Assistant Deputy Warden, Bruce Curtis.

PROGRAM TERMINATIONS
1989

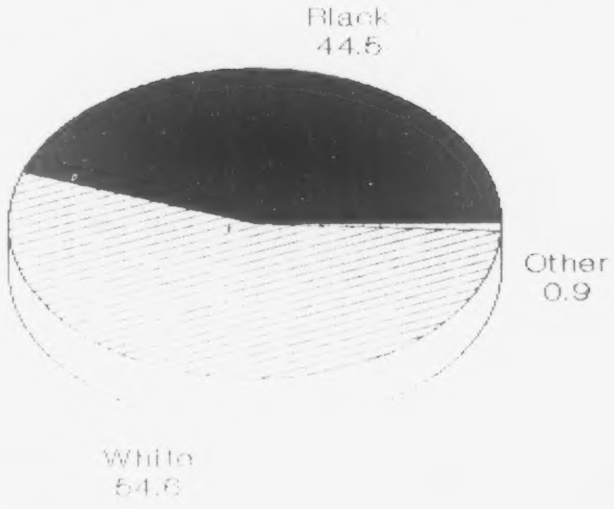


percentages

TYPE SENTENCE

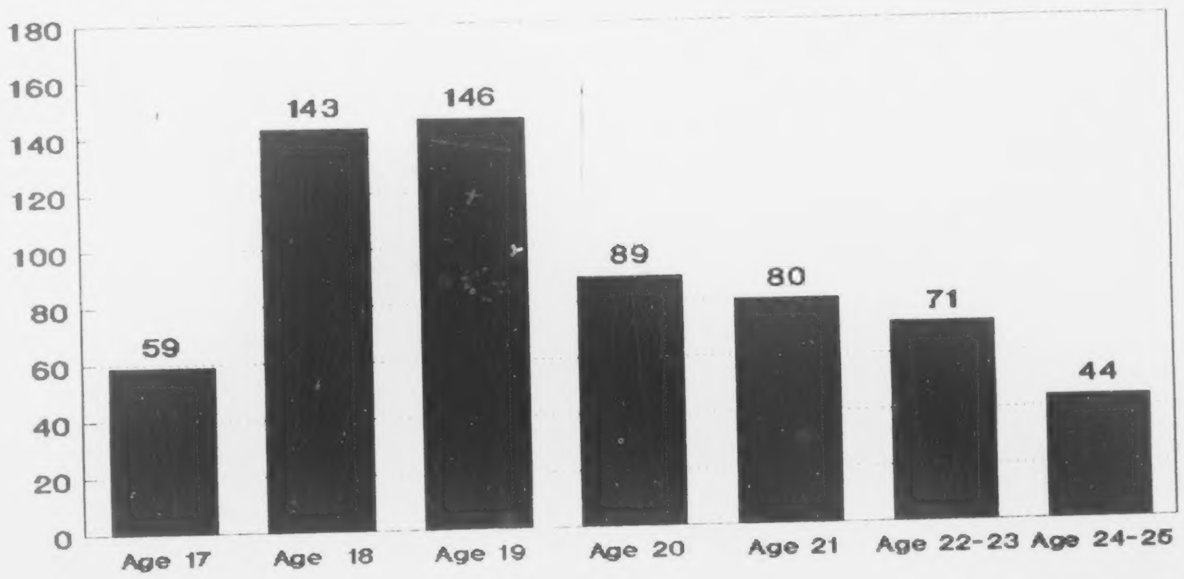


ADMISSIONS BY RACE

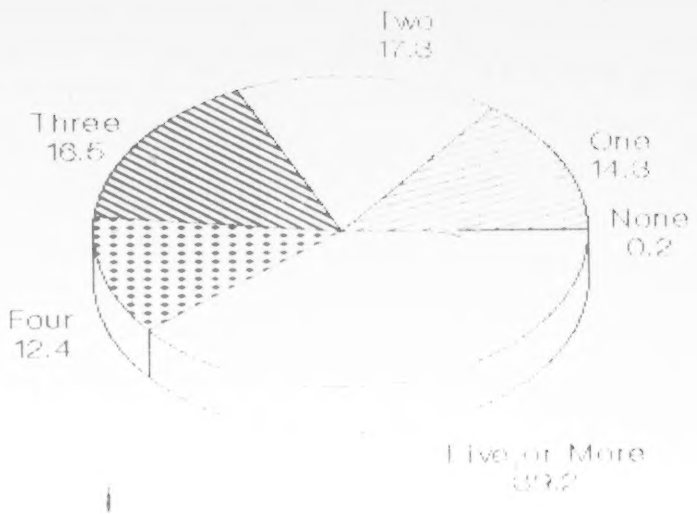


Percentages

AGE AT ADMISSION

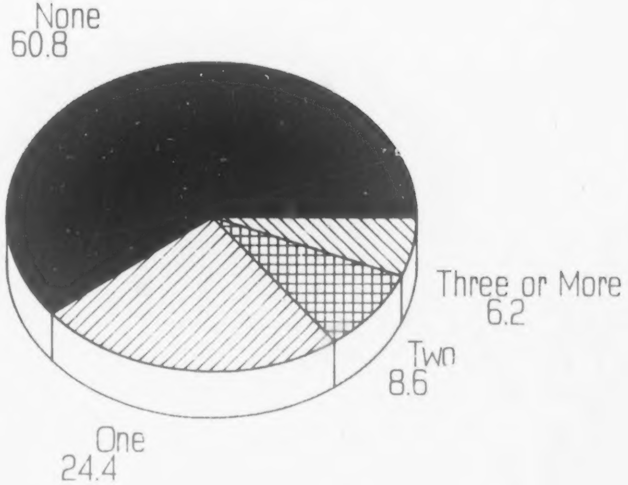


NUMBER PREVIOUS ARRESTS



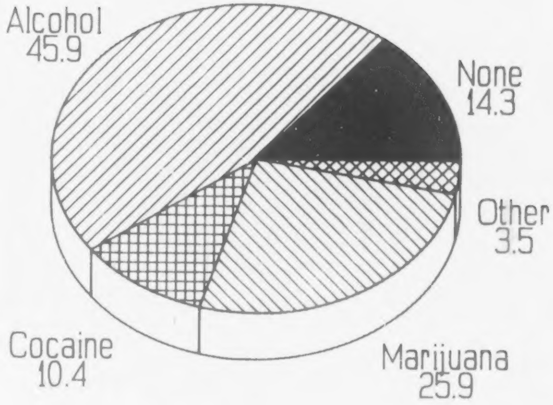
PERCENTAGES

PREVIOUS DRUG ARRESTS



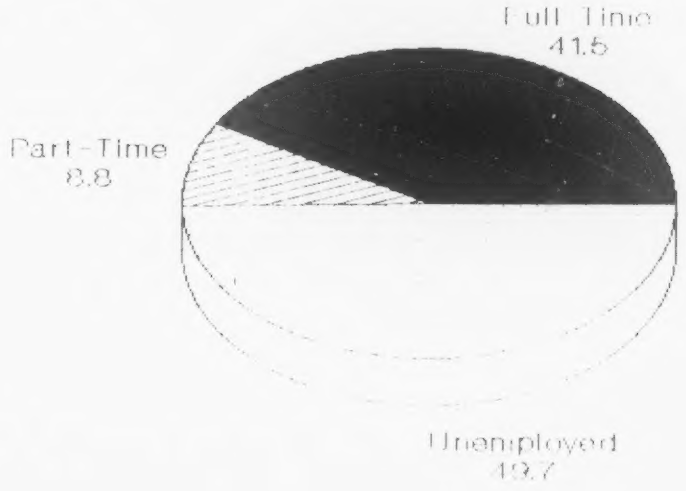
Percentages

SUBSTANCE OF ABUSE



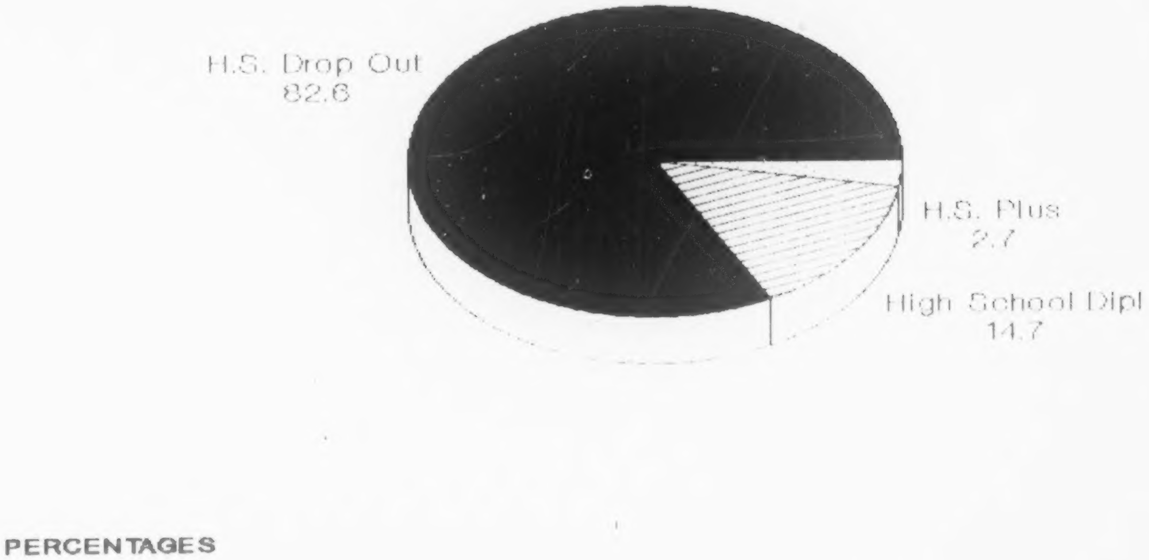
Percentages

EMPLOYMENT AT ADMISSION

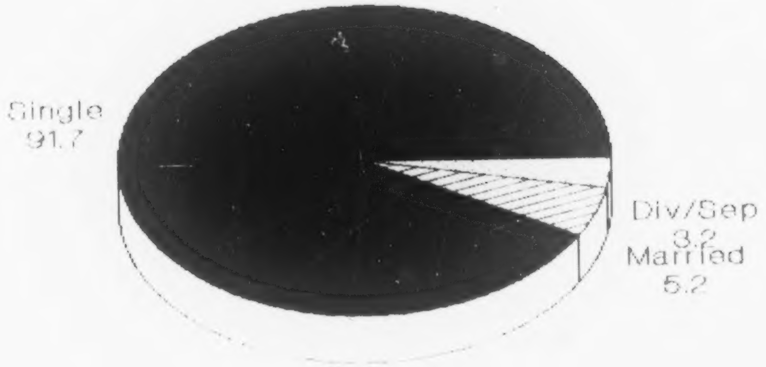


Percentages

EDUCATION LEVELS

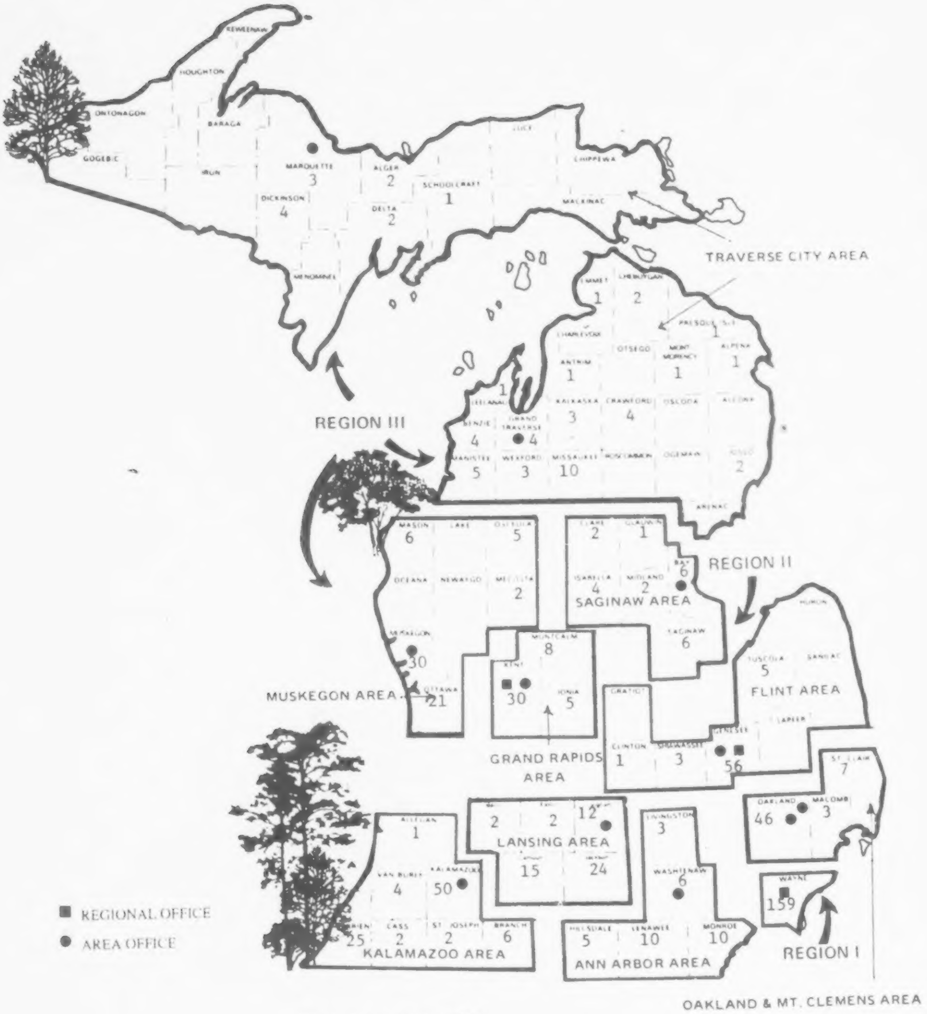


MARITAL STATUS



Percentages

S.A.I. Admissions By County


KEWEENAW
HOUGHTON
ONTONAGON
BARAGA
GOGEBIC
IRON
MARQUETTE 3
ALGER 2
SCHOOLCRAFT 1
DICKINSON 4
DELTA 2
LUCE
CHIPPEWA
MACKINAC
MENOMINEE
TRAVERSE CITY AREA
EMMET 1
CHEBOYGAN 2
PRESQUE ISLE 1
CHARLEVOIX
OTSEGO
MONTMORENCY 1
ALPENA 1
ANTRIM 1
LEELANAU 1
KALKASKA 3
CRAWFORD 4
OSCODA
ALCONA
REGION III
BENZIE 4
GRAND TRAVERSE 4
MANISTEE 5
WEXFORD 3
MISSAUKEE 10
ROSCOMMON
OGEMAW
IOSCO 2
ARENAC
MASON 6
LAKE
OSCEOLA 5
CLARE 2
GLADWIN 1
BAY 6
REGION II
OCEANA
NEWAYGO
MECOSTA 2
ISABELLA 4
MIDLAND 2
SAGINAW AREA
HURON
MUSKEGON 30
MONTCALM 8
SAGINAW 6
TUSCOLA 5
SANILAC
KENT 30
IONIA 5
FLINT AREA
MUSKEGON AREA
OTTAWA 21
GRATIOT
LAPEER
GRAND RAPIDS AREA
CLINTON 1
SHIAWASSEE 3
GENESEE 56
ST. CLAIR 7
ALLEGAN 1
2
2
12
LIVINGSTON 3
OAKLAND 46
MACOMB 3
LANSING AREA
15
24
VAN BUREN 4
KALAMAZOO 50
WASHTENAW 6
WAYNE 159
■ REGIONAL OFFICE
● AREA OFFICE
BERRIEN 25
CASS 2
ST. JOSEPH 2
BRANCH 6
HILLSDALE 5
LENAWEE 10
MONROE 10
KALAMAZOO AREA
ANN ARBOR AREA
REGION I
OAKLAND & MT. CLEMENS AREA

*Oakland Area - Probation Only
Mt. Clemens Areas - All Functions/Macomb-St Clair,
CRP/Parole Only - Oakland

PA 303
Signed 1-2-90
Filed 1-3-90
Eff. 1-1-90

STATE OF MICHIGAN
85TH LEGISLATURE
REGULAR SESSION OF 1989

Introduced by Senators Fredricks, Welborn, Dingell, Nichols, Pollack, Carl, Binsfeld, J. Hart, Geo. Hart, Cropsey, Dillingham, Barcia, Posthumus, Kelly, DiNello, Miller and O'Brien

ENROLLED SENATE BILL No. 197

AN ACT to amend section 4 of Act No. 287 of the Public Acts of 1988, entitled "An act to establish special alternative incarceration units; and to prescribe certain powers and duties of the department of corrections and county sheriffs," being section 798.14 of the Michigan Compiled Laws.

The People of the State of Michigan enact:

Section 1. Section 4 of Act No. 287 of the Public Acts of 1988, being section 798.14 of the Michigan Compiled Laws, is amended to read as follows:

Sec. 4. The units shall provide a program of physically strenuous work and exercise, patterned after military basic training, and other programming as determined by the department and approved by the commission of corrections. The term of any probationer's incarceration in a unit shall not exceed 120 days except that the probationer also shall be required to complete a period of not less than 120 days of probation under intensive supervision; and may be required to complete a period of not more than 120 days in a local residential program, if ordered to do so under section 3b(9) of the code of criminal procedure, Act No. 175 of the Public Acts of 1927, being section 771.3b of the Michigan Compiled Laws.

This act is ordered to take immediate effect.

Secretary of the Senate.

Clerk of the House of Representatives.

Approved

Governor.

PA 304

Signed 1-2-90
Filed 1-3-90
Effective 1-1-90

STATE OF MICHIGAN
85TH LEGISLATURE
REGULAR SESSION OF 1989

Introduced by Senators Welborn, Carl, Dingell and Barcia

ENROLLED SENATE BILL No. 652

AN ACT to amend section 3b [illegible] r XI of Act No. 175 of the Public Acts of 1927, entitled as amended "An act to revise, consolidate, and codify the laws relating to criminal procedure and to define the jurisdiction, powers, and duties of courts, judges, and other officers of the court under the provisions of this act; to provide laws relative to the rights of persons accused of criminal offenses and ordinance violations; to provide for the arrest of persons charged with or suspected of criminal offenses and ordinance violations; to provide for bail of persons arrested for or accused of criminal offenses and ordinance violations; to provide for the examination of persons accused of criminal offenses; to regulate the procedure relative to grand juries, indictments, informations, and proceedings before trial; to provide for trials of persons complained of or indicted for criminal offenses and ordinance violations and to provide for the procedure in those trials; to provide for judgments and sentences of persons convicted of criminal offenses and ordinance violations; to provide for procedure relating to new trials and appeals in criminal and ordinance violation cases; to provide a uniform system of probation throughout this state and the appointment of probation officers; to prescribe the powers, duties, and compensation of probation officers; to provide penalties for the violation of the duties of probation officers; to provide for procedure governing proceedings to prevent crime and proceedings for the discovery of crime; to provide for fees of officers, witnesses, and others in criminal and ordinance violation cases; to set forth miscellaneous provisions as to criminal procedure in certain cases; to provide penalties for the violation of certain provisions of this act; and to repeal all acts and parts of acts inconsistent with or contravening any of the provisions of this act," as added by Act No. 286 of the Public Acts of 1988, being section 771.3b of the Michigan Compiled Laws.

The People of the State of Michigan enact:

Section 1. Section 3b of chapter XI of Act No. 175 of the Public Acts of 1927, as added by Act No. 286 of the Public Acts of 1988, being section 771.3b of the Michigan Compiled Laws, is amended to read as follows:

CHAPTER XI

Sec. 3b. (1) In addition to any other terms or conditions of probation provided for under this chapter, the court may require under a probation order that a person convicted of a crime, except a crime specified in subsection (15), for which a sentence in a state correctional facility may be imposed shall satisfactorily complete a program of incarceration in a special alternative incarceration unit, and a period of not less than 120 days of probation under intensive supervision. The special alternative incarceration program shall be established and operated by the department of corrections as provided in the special alternative incarceration act, Act No. 287 of the Public Acts of 1988, being sections 798.11 to 798.18 of the Michigan Compiled Laws. The court also may require the person to satisfactorily complete a local residential program of vocational training, education, and substance abuse treatment, pursuant to subsection (9).

(2) In order for a person to be placed in a special alternative incarceration program, the person shall meet all of the following requirements:

(a) The person is not more than 25 years of age at the time of sentencing.

(b) The person has never served a sentence of imprisonment in a state correctional facility.

(c) The person would likely be sentenced to imprisonment in a state correctional facility.

(d) The felony sentencing guidelines upper limit for the recommended minimum sentence for the person's offense is 12 months or more, as determined by the department. This subdivision does not apply in either of the following circumstances:

(*i*) The person's offense is not covered by the felony sentencing guidelines.

(*ii*) The reason for the person being considered for placement is that he or she violated the conditions of his or her probation.

(e) The person is physically able to participate in the special alternative incarceration program.

(f) The person does not appear to have any mental handicap that would prevent participation in the special alternative incarceration program.

(3) Subsection (2)(c) and (d) do not prevent the department of corrections from entering into contracts with counties for participation in the county jail special alternative incarceration program. The county jail special alternative program is a program in which convicted felons who would have been sentenced to a county jail with a sentence of 6 to 12 months can participate.

(4) Before a court may place a person pursuant to this section, an initial investigation shall be completed by the probation officer. The initial investigation shall establish that the person meets the requirements of subsection (2)(a) to (e).

(5) After a person is placed in a special alternative incarceration program, the department shall establish that the person meets the requirements of subsection (2)(a) to (f). If the person does not meet the requirements of subsection (2)(a) to (f), the person shall be returned to the court for sentencing. The placement of a person in a special alternative incarceration program is conditioned upon the person meeting the requirements of subsection (2)(a) to (f). If a person does not meet the requirements of subsection (2)(a) to (f), the probation order is rescinded, and the person shall be sentenced in the manner provided by law.

(6) A person shall not be placed in a program of special alternative incarceration unless the person consents to the placement.

(7) In every case in which a person is placed in a special alternative incarceration program, the clerk of the sentencing court shall, within 5 working days after the placement, mail to the department of corrections a certified copy of the judgment of sentence and the presentence investigation report of the person being placed.

(8) Except as provided in subsections (9) and (10), A person shall be placed in a special alternative incarceration program for a period of not more than 120 days. If, during that period, the person misses more than 5 days of program participation due to medical excuse for illness or injury occurring after he or she was placed in the program, the period of placement shall be increased by the number of days missed, beginning with the sixth day of medical excuse, up to a maximum of 20 days. A medical excuse shall be verified by a physician's statement, a copy of which shall be provided to the sentencing court. A person who is medically unable to participate in the program for more than 25 days shall be returned to the court for sentencing pursuant to subsection (5).

(9) The order of probation under subsection (1) may require that a person who successfully completes a special alternative incarceration program also successfully complete an additional period of not more than 120 days of residential treatment in the local governmental jurisdiction from which the person was committed, beginning immediately upon completion of the special alternative incarceration program, if the local unit of government has created a residential program providing vocational training, education, and substance abuse treatment, designed in whole or in part for persons who complete a program of special alternative incarceration.

(10) A person who successfully completes a program of special alternative incarceration shall be placed on probation under intensive supervision for a period of not less than 120 days. The period of probation under intensive supervision shall begin upon the completion of the program of special alternative incarceration, unless the person has been ordered to complete an additional local program of residential treatment as described in subsection (9), in which case the period of probation under intensive supervision shall begin upon completion of the local residential program.

(11) Upon receiving a satisfactory report of performance in the program from the department of corrections, the court shall authorize the release of the person from confinement in the special alternative incarceration unit. The receipt of an unsatisfactory report shall be grounds for revocation of probation as would any other violation of a condition or term of probation.

(12) A term of special alternative incarceration shall be served in the manner provided in the special alternative incarceration act, Act No. 287 of the Public Acts of 1988, being sections 798.11 to 798.18 of the Michigan Compiled Laws.

(13) Except as provided in subsection (14), a person shall not be incarcerated in a special alternative incarceration unit more than once.

(14) If a person was placed in a special alternative incarceration program but was returned to the court for sentencing because of a medical condition existing at the time of the placement, the person may be placed again in a special alternative incarceration program after the medical condition is corrected.

(15) A person who is convicted of any of the following crimes shall not be eligible for placement in the special alternative incarceration program:

(a) Section 145c, 520b, 520c, 520d, or 520g of the Michigan penal code, Act No. 328 of the Public Acts of 1931, being sections 750.145c, 750.520b, 750.520c, 750.520d, and 750.520g of the Michigan Compiled Laws.

(b) Section 72, 73, or 75 of Act No. 328 of the Public Acts of 1931, being sections 750.72, 750.73, and 750.75 of the Michigan Compiled Laws.

(c) An attempt to commit a crime described in subdivision (a) or (b).

This act is ordered to take immediate effect.

Secretary of the Senate.

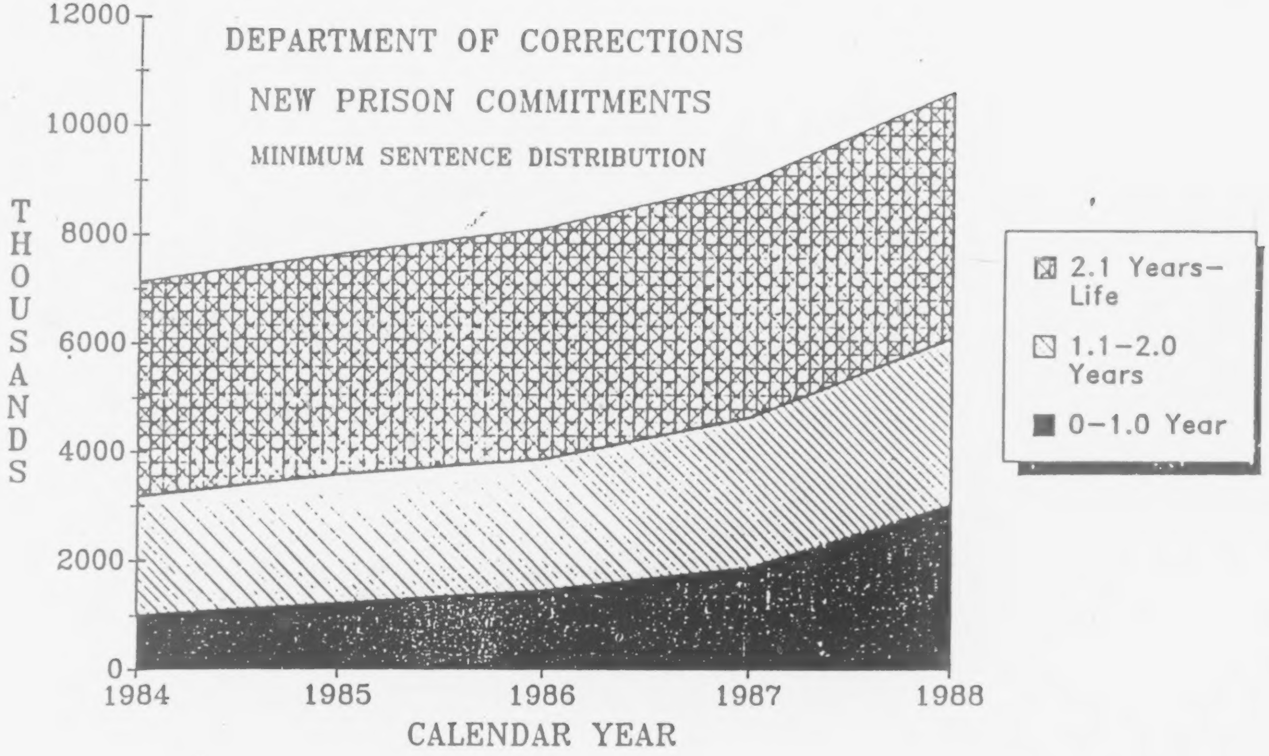
Daniel H. Evans

Clerk of the House of Representatives.

Approved ....

....

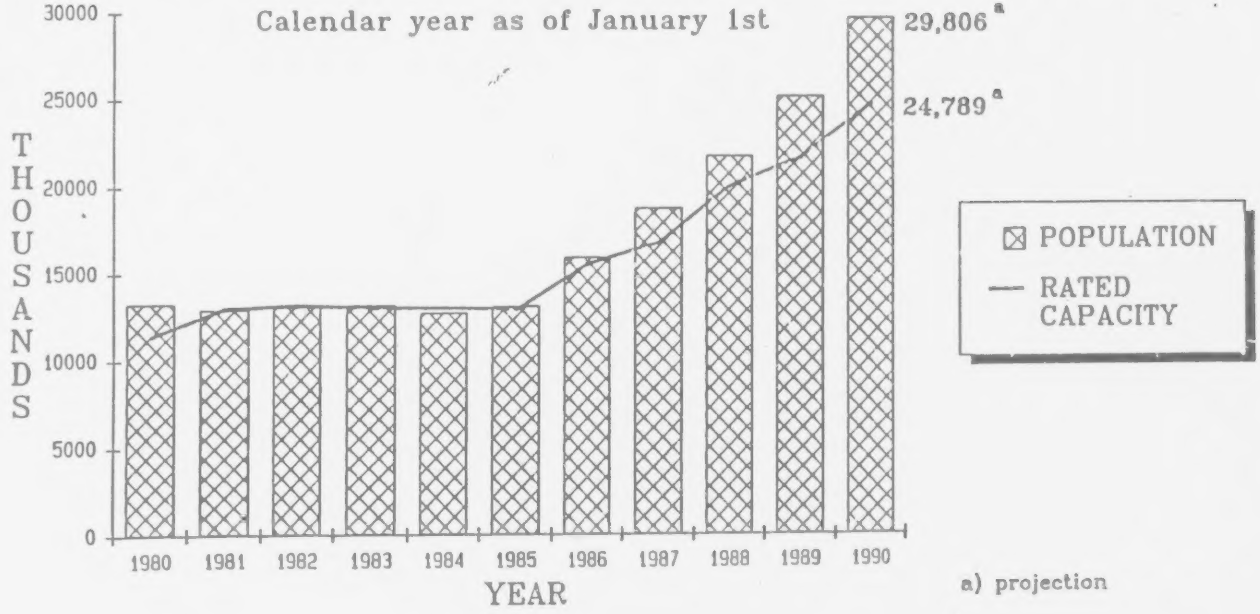
Governor.



DEPARTMENT OF CORRECTIONS
NEW PRISON COMMITMENTS
MINIMUM SENTENCE DISTRIBUTION

Source: Senate Fiscal Agency

DEPARTMENT OF CORRECTIONS
BCF POPULATION AND RATED CAPACITY
Calendar year as of January 1st

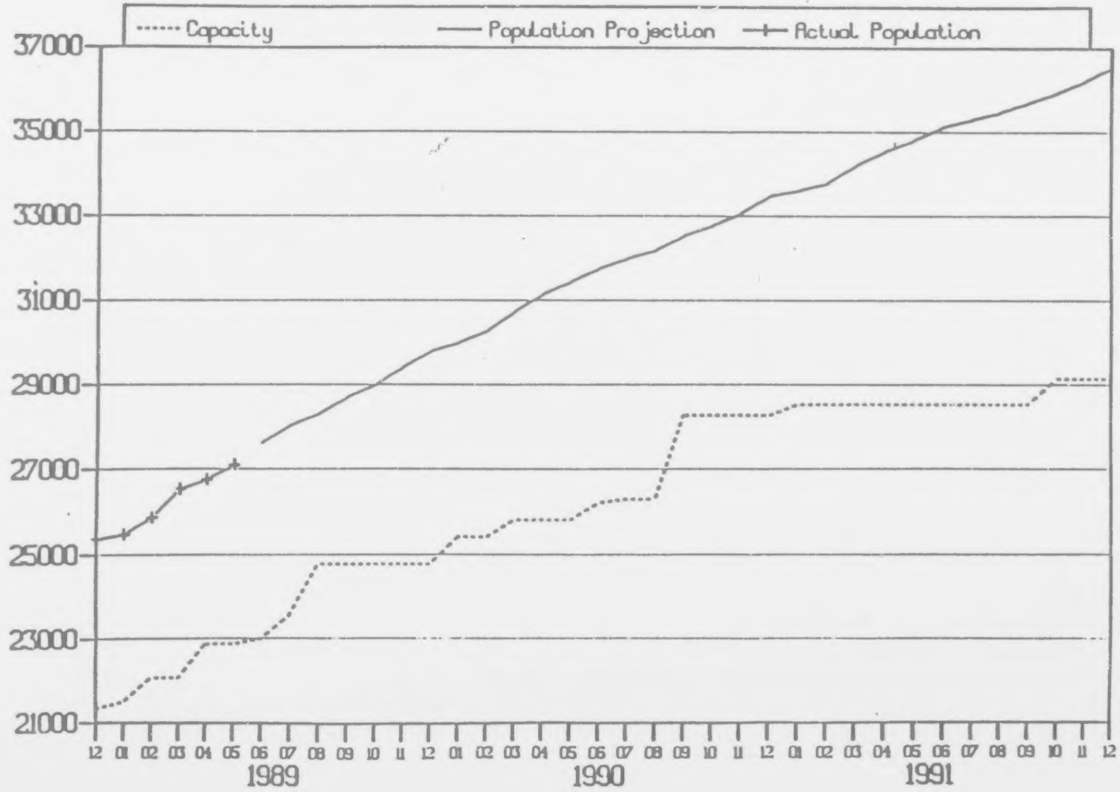


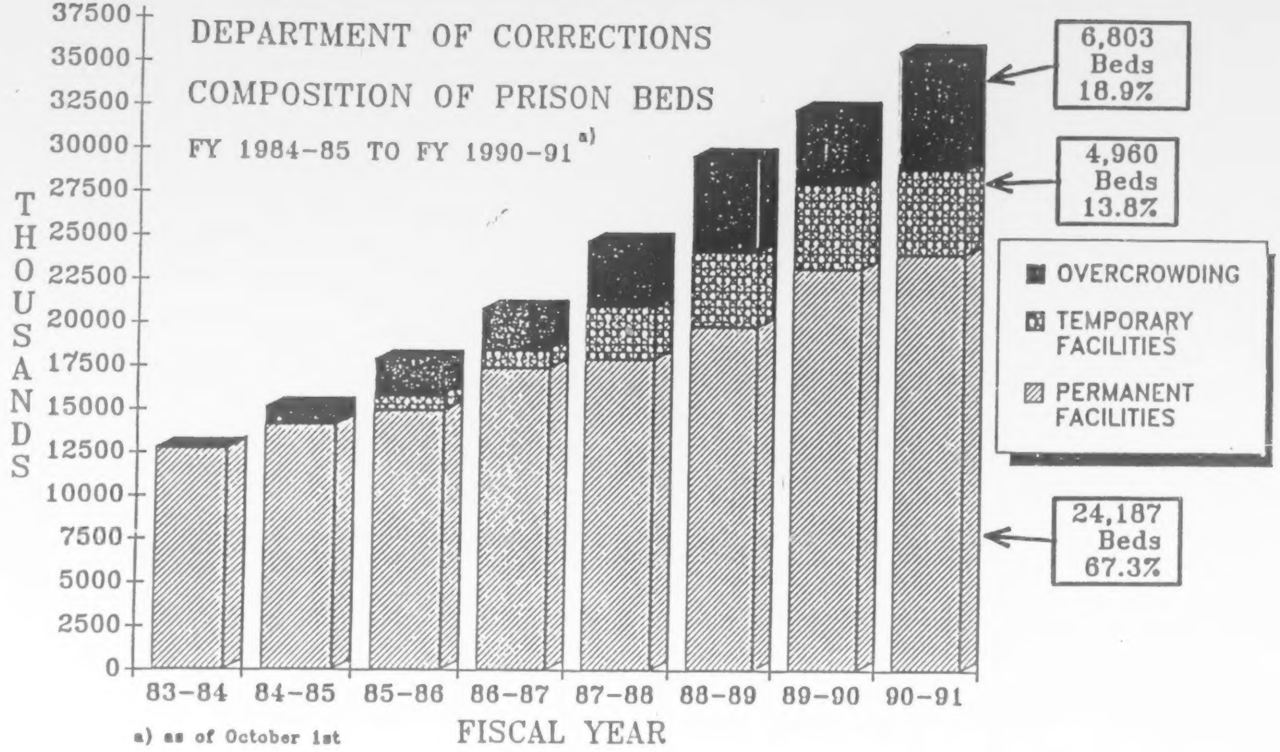
a) projection

Source: Senate Fiscal Agency

Table 2

PROJECTED PRISON POPULATION AND CAPACITY
End Of Month Figures - Run Date: 06/08/89 SOURCE: DEPARTMENT OF CORRECTIONS

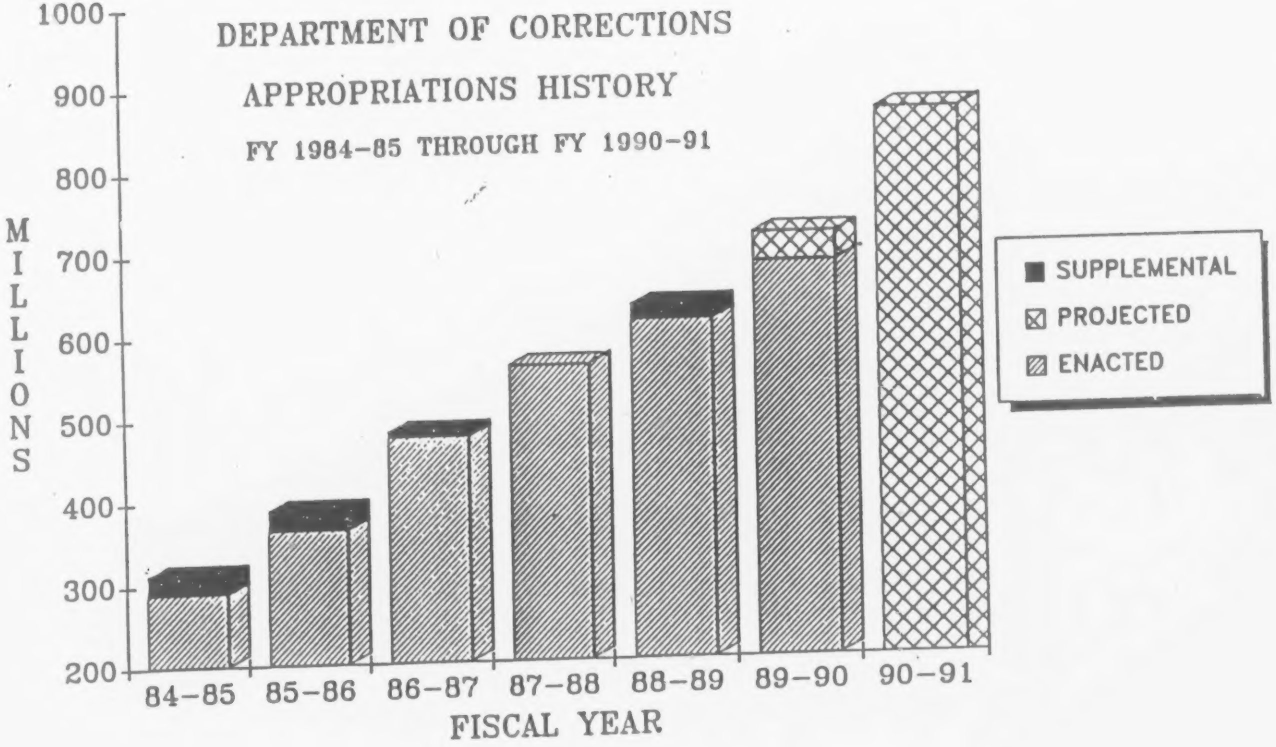




DEPARTMENT OF CORRECTIONS
COMPOSITION OF PRISON BEDS
FY 1984-85 TO FY 1990-91 [a]

a) as of October 1st

Source: Senate Fiscal Agency

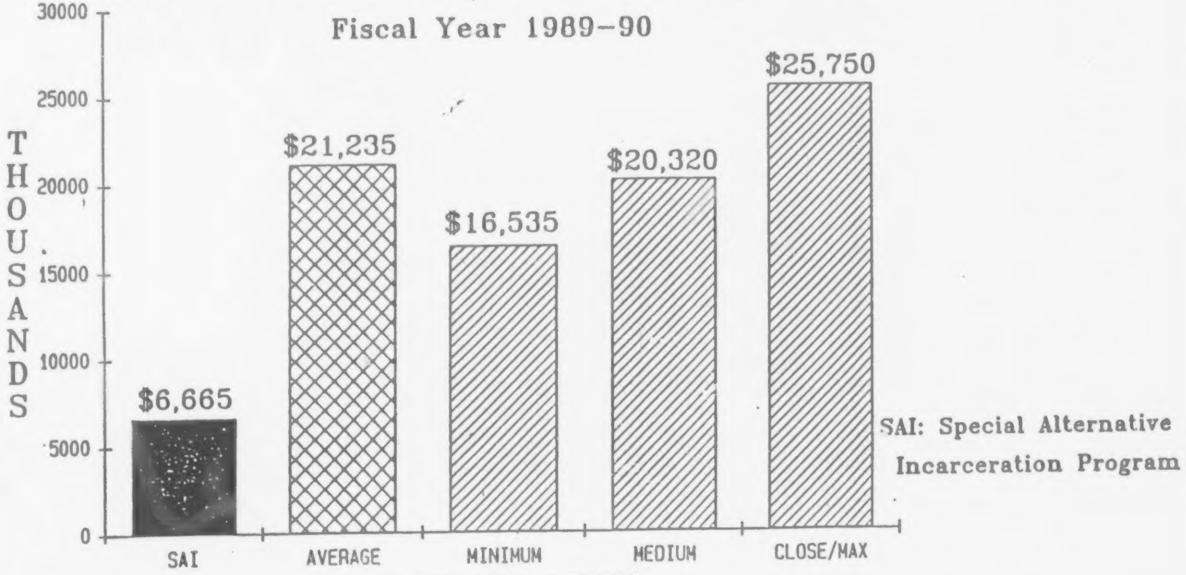


DEPARTMENT OF CORRECTIONS

APPROPRIATIONS HISTORY

FY 1984-85 THROUGH FY 1990-91

Source: Senate Fiscal Agency



MICHIGAN DEPARTMENT OF CORRECTIONS
AVERAGE BUDGETED COST PER PRISONER

Fiscal Year 1989–90

SAI: Special Alternative Incarceration Program

Source: Senate Fiscal Agency

Attn: Mr. Jack Mitchell (202) 224-5903
From: Hon. Dalton A. Roberson, Recorder's Court, Detroit, MI
Executive Chief Judge

At the present time, there are 14,006 felony cases under supervision in Wayne County, as compared to 38,360 statewide. Of these 14,006 probation cases, 5,119 are males under the age of 25, with an additional 4,032 falling between 25 and 35 years of age.

Unemployment or under employment is rife with this population. 2,294 individuals are employed only part time, while 4,097 are unemployed.

In 1989, the probation department conducted over 30,000 urinalyses of probationers. 31% of these specimens were positive for illegal substances, with the greater majority positive for cocaine use.

Since the boot camp opened, Wayne County judges have sentenced nearly 300 probationers to participate in the program. It is felt the program should be expanded to include a greater number. The current bed count severely limits the number of probationers which can be sentenced to boot camp. Furthermore, there now is a six to eight week waiting period for bed space for those who have been sentenced to the boot camp.

The targeted population for boot camp has to be reevaluated and expanded. Individuals who are appearing for the first time in the adult felony Court, with low sentence guideline scores, presently don't quality for the boot camp. However, if these same individuals have extensive juvenile records, it is felt they would be ideal candidates for a boot camp program. Currently, we miss this population until they violate their regular probation, then, after the violation, they are eligible for boot camp placement.

There should be continuity of treatment programming. Whatever is offered in the boot camp should be followed up and continued while the individual is under community supervision. Programming should begin with educational enhancement, motivational components and vocational training, which prepares the individual for meaningful life-time employment.

Community supervision of boot camp graduates should consist of drug counseling linked with continuing motivational components, as well as vocational training. Vocational training should be realistic and marketable such as word processing, computer programming, robotics and auto body repair. Upon completion of this phase of programming, the probationer should be counselled on job search and placement.

The probationers who are sent to boot camp are neither whole nor fully contributing members of our community. Hopefully, with this type of boot camp discipline which inculcates a sense of self respect followed by this complete package of motivational-vocational training, the system will be able to return a whole and productive citizen back to the community.

WED, JAN 03 1990 DEPARTMENT OF CORRECTIONS
REGION I SECTION
PRE-COMMITMENT MONTHLY STATISTICAL REPORT

PROBATION LENGTH	TOTAL ACTIVE CASES IN 1989	NUMBER OF CASES SENTENCED IN DEC	NUMBER OF CASES CLOSED IN DEC	Y-T-D TOTAL ACTIVE CASES	Y-T-D TOTAL CASES CLOSED
6 MONTHS	63	13	20	60	560
1 YEAR	568	46	76	518	1811
2 YEARS	5403	236	96	3108	2130
3 YEARS	3105	71	32	1435	896
4 YEARS	436	9	11	113	258
5 YEARS	2776	45	21	624	441
6 OR MORE YRS	911	34	6	537	203
TOTAL CASES	13262	454	262	6395	6309
AVERAGE LENGTH OF CASES	2.94	2.29	2.04	2.50	2.02

MONTH-END TOTAL OF PV WARRANTS	180
YEAR-TO-DATE TOTAL OF PV WARRANTS	1692
MONTH-END TOTAL OF CASES CLOSED EARLY	22
YEAR-TO-DATE TOTAL OF CASES CLOSED EARLY	463
MONTH-END TOTAL OF CASES CLOSED DUE TO VOP	104
YEAR-TO-DATE TOTAL OF CASES CLOSED DUE TO VOP	1815
MONTH-END TOTAL HOURS OF COMMUNITY RESTITUTION IMPOSED	13332
YEAR-TO-DATE TOTAL HOURS OF COMMUNITY RESTITUTION IMPOSED	205758
MONTH-END TOTAL DAYS OF COMMUNITY RESTITUTION IMPOSED	4374
YEAR-TO-DATE TOTAL DAYS OF COMMUNITY RESTITUTION IMPOSED	42394
MONTH-END TOTAL OF MALE PROBATIONERS	402
YEAR-TO-DATE TOTAL OF MALE PROBATIONERS	5555
MONTH-END TOTAL OF FEMALE PROBATIONERS	52
YEAR-TO-DATE TOTAL OF FEMALE PROBATIONERS	840
MONTH-END TOTAL SENTENCED TO HALFWAY HOUSE	0
YEAR-TO-DATE SENTENCED TO HALFWAY HOUSE	29
MONTH-END TOTAL SENTENCED TO ELECTRONIC TETHERING	40
YEAR-TO-DATE TOTAL SENTENCED TO ELECTRONIC TETHERING	164
MONTH-END TOTAL OF PSI ASSIGNED	1439
YEAR-TO-DATE TOTAL OF PSI ASSIGNED	18434
NUMBER EMPLOYED FULL TIME (30 HOURS OR MORE)	6794
NUMBER EMPLOYED PART-TIME (LESS THAN 30 HOURS)	2294
NUMBER UNEMPLOYED	4907
NUMBER NOT IN SCHOOL OR TRAINING, BUT EMPLOYABLE	2526
NUMBER ON GENERAL ASSISTANCE & ADC	1883
NUMBER UNEMPLOYABLE	1298

MON, JAN 22 1990

STATE OF MICHIGAN
DEPARTMENT OF CORRECTIONS
REGION I UNIT

MALES UNDER AGE 25	5,119
MALES BETWEEN AGES 25 AND 35	4,032
FEMALES UNDER AGE 25	530
FEMALES BETWEEN AGES 25 AND 35	1,132

File

SUMMARY OF S.A.I. GRADUATES AND FAILURES

MARCH 1988 - FEBRUARY 1989
TENTATIVE FIGURES GENESEE AND OTTAWA COUTIES MISSING

	EMPLOYED GOOD	UNEMPLOYED GOOD	EMPLOYED POOR	UNEMPLOYED POOR	TECH SENT	NEW ARREST	TOT
REG I	28	13	1	6		3	51
II	21	9	4	4		2	40
III	34	8	1	7	3	4	57
	83	30	6	17	3	9	148
	56.1%	20.3%	4.1%	11.5%	2.0%	6.1%	
	113	76.45	23	15.5%	12	8.1%	
		136	91.9%				

1 shoot to death

FAILURES

	PRISON	JAIL	CONT PROB	TOTAL
REG I	23	3	2	28
REG II	22	1	2	25
REG III	20	4	0	24
	65	8	4	77
	84%	10%	6%	

Average Prison Sentence For A Program Failure 2 years 6 months

MR. COATS

STATEMENT OF SENATOR DAN COATS REGARDING BOOT CAMP PRISONS

MR. CHAIRMAN, THANK YOU FOR INVITING ME TO TESTIFY TODAY BEFORE YOUR SUBCOMMITTEE ON THE SUBJECT OF BOOT CAMP PRISONS.

I UNDERSTAND THAT THE SUBCOMMITTEE ON OVERSIGHT OF GOVERNMENT MANAGEMENT IS LOOKING INTO THE FEDERAL GOVERNMENT'S ROLE IN PROMOTING BOOT CAMP PRISONS AT THE FEDERAL AND STATE LEVELS. I AM A STRONG SUPPORTER OF THE CONCEPT OF UTILIZING BOOT CAMPS AS AN ALTERNATIVE TO IMPRISONMENT FOR NONVIOLENT CRIMINAL OFFENDERS. TODAY I AM INTRODUCING LEGISLATION TO PROVIDE FEDERAL ASSISTANCE TO THE STATES TO OPERATE BOOT CAMP PRISONS FOR THIS PURPOSE, SO I AM PLEASED TO DISCUSS THIS MATTER WITH YOU AND THE MEMBERS OF YOUR SUBCOMMITTEE.

MR. CHAIRMAN, PRISONS ARE ESSENTIAL FOR ISOLATING VIOLENT AND DANGEROUS CRIMINALS. BARS AND WALLS, IN THESE CASES, ARE A TYPE OF SOCIETAL SELF-DEFENSE. THEY MARK THE BOUNDARIES WHICH THE PREDATORY MUST NOT CROSS.

BUT WE CANNOT FOOL OURSELVES THAT BARBED WIRE AND WASTED HOURS ARE A RECIPE FOR REHABILITATION. IT MAKES NO SENSE TO STRIP PRISONERS OF THEIR PRIVACY AND POSSESSIONS, EXPOSE THEM TO CONSTANT THREATS, WAREHOUSE THEM WILL HARDENED CRIMINALS, DEPRIVE THEM OF MEANINGFUL WORK, AND THEN EXPECT A REJUVENATION OF MORALS AND MANNERS. PRISONS PROTECT SOCIETY. THEY DON'T REFORM LIVES.

PRISONS HAVE, IN FACT, BEEN CALLED "GRADUATE SCHOOLS OF CRIME." THEY LEAVE YOUNG OFFENDERS INSTRUCTED IN THE FINER POINTS OF LAWLESSNESS. THEY TRANSFORM THE MISGUIDED INTO THE HARDENED, THE CONFUSED INTO THE VIOLENT.

IT IS CLEAR THERE IS NO SUBSTITUTE FOR THE PUNISHMENT OF PRISON WHERE THE VIOLENT ARE CONCERNED. IT IS EQUALLY CLEAR THAT SOME OTHER PUNISHMENT MUST BE FOUND FOR YOUNG, NONVIOLENT OFFENDERS. AND I MEAN REAL PUNISHMENT-- HARSH ENOUGH TO DETER, HARSH ENOUGH, PERHAPS, TO QUICKEN THE CONSCIENCE.

THERE MUST BE SOME MIDDLE GROUND BETWEEN A PRISON'S GRADUAL DESTRUCTION OF THE SOUL, AND A HALF-HEARTED SLAP ON THE WRIST.

MR. CHAIRMAN, THIS IS THE RATIONALE BEHIND MY BILL, THE INNOVATIVE BOOT CAMP PRISON ACT OF 1990. IT IS ESSENTIALLY AN UPDATED AND REVISED VERSION OF S. 1365, THE INNOVATIVE ALTERNATIVES TO INCARCERATION ACT WHICH I INTRODUCED LAST YEAR.

BOOT CAMP PRISONS HAVE DEVELOPED THROUGHOUT THIS COUNTRY AS AN ALTERNATIVE TO IMPRISONMENT FOR PRIMARILY YOUNG, NONVIOLENT CRIMINALS. THEY ARE USED BY STATE CORRECTIONAL OFFICIALS AS A MEANS OF RELIEVING SEVERE PRISON OVERCROWDING, AT A MUCH LOWER COST THAN PRISON, SO THAT PRISON SPACE IS AVAILABLE TO HOUSE MORE VIOLENT CRIMINALS. BOOT CAMPS PROVIDE TO STATES AND LOCAL COMMUNITIES AN AFFORDABLE MEANS OF PROMOTING PUBLIC SAFETY, A RESPECT FOR LAW AND ORDER, AND BETTER CITIZENSHIP.

BOOT CAMP PRISONS---OR SHOCK INCARCERATION PROGRAMS, AS THEY ARE SOMETIMES CALLED--- OFFER A COMBINATION OF PUNISHMENT WITH REHABILITATION MORE APPROPRIATE TO PEOPLE CONVICTED OF NONVIOLENT CRIMES, USUALLY DRUG OFFENDERS, WHITE COLLAR CRIMINALS, PETTY

THIEVES, AND FIRST-TIME OFFENDERS IN THEIR LATE TEENS AND TWENTIES SERVING SHORT PAROLE ELIGIBLE SENTENCES. LOCAL OFFICIALS HOPE THAT YOUNG OFFENDERS WILL GAIN POSITIVE LESSONS FROM THE EXPERIENCE, INCLUDING THE VALUE OF A WORK ETHIC AND INDIVIDUAL RESPONSIBILITY, A SENSE OF SELF-WORTH, SELF-DISCIPLINE, AN UNDERSTANDING OF THE CONSEQUENCES OF CRIMINAL ACTIVITY. THEY ARE ALSO PROVIDED EDUCATION, SKILLS AND OTHER TOOLS THEY WILL NEED TO RETURN TO THEIR FAMILIES AND COMMUNITIES.

TRADITIONALLY BOOT CAMP INMATES ARE SELECTED FROM AMONG VOLUNTEER PRISONERS---MALE AND FEMALE---WHO ARE PHYSICALLY ABLE TO UNDERGO THE PROGRAM. THEY ENTER BOOT CAMP PRISONS, USUALLY MINIMUM SECURITY FACILITIES, FOR SHORT PERIODS OF UP TO SIX MONTHS. PARTICIPANTS UNDERGO A RIGOROUS REGIMEN, OFTEN 16 HOURS A DAY. THE PROGRAM INCLUDES MILITARY-STYLE DISCIPLINE, PHYSICAL TRAINING, HARD LABOR, DRILL AND CEREMONIAL EXERCISE, ACCOMPANIED BY DRUG TESTING AND TREATMENT, COUNSELING, REMEDIAL AND LIFE SKILLS EDUCATION. IF THE RECRUIT SUCCESSFULLY COMPLETES THIS BOOT CAMP PROGRAM, HE IS RELEASED FOR A TRANSITIONAL PERIOD TO CLOSELY SUPERVISED COMMUNITY SERVICE PROJECTS AND CONTINUED PROGRAMS OF DRUG TREATMENT, EDUCATION AND JOB TRAINING. IF HE SUCCESSFULLY COMPLETES BOTH THE BOOT CAMP AND SUPERVISED RELEASE PROGRAM, THE REMAINDER OF HIS SENTENCE IS REDUCED OR SUSPENDED ALTOGETHER AND HE IS DISCHARGED FOR TOTAL TIME SERVED. IF THE INMATE DROPS OUT OR OTHERWISE FAILS TO GRADUATE FROM THE PROGRAM, HE IS USUALLY RETURNED TO PRISON TO COMPLETE HIS ORIGINAL SENTENCE.

THE CONCEPT OF USING BOOT CAMP PRISONS AS ALTERNATIVES TO IMPRISONMENT IS GAINING WIDE SUPPORT. IT REPRESENTS THE MAJORITY

VIEW OF STATE CORRECTIONS OFFICIALS, LAW ENFORCEMENT PERSONNEL, CRIMINOLOGISTS, SOCIAL WORKERS, COMMUNITY LEADERS AND PARENTS. IT HAS BEEN ENDORSED BY PRESIDENT BUSH IN HIS NATIONAL DRUG STRATEGY AND BY WILLIAM BENNETT, THE NATION'S DRUG CZAR.

BOOT CAMPS HAVE BEEN FUNDED BY THE JUSTICE DEPARTMENT. LAST YEAR THE BUREAU OF JUSTICE ASSISTANCE AWARDED $500,000 IN DISCRETIONARY GRANTS TO TWO BOOT CAMP PROJECTS IN NEW YORK AND LOUISIANA.

THE BOOT CAMP PROGRAM HAS BEEN APPROVED BY THE UNITED STATES SENATE. LAST YEAR THIS BODY UNANIMOUSLY ADOPTED MY AMENDMENT TO A DRUG BILL DIRECTING THE BUREAU OF JUSTICE ASSISTANCE TO PROVIDE FUNDING FOR STATE-RUN BOOT CAMP PROGRAMS FOR FIRST-TIME OFFENDERS WHO HAVE COMMITTED NONVIOLENT CRIMES, INCLUDING DRUG-RELATED OFFENSES. UNFORTUNATELY THE HOUSE FAILED TO ACT ON THE SENATE-PASSED BILL.

AS OF TODAY, BOOT CAMP PROJECTS ARE OPERATIONAL IN FOURTEEN STATES---NEW YORK (WHICH HAS FIVE CAMPS THROUGHOUT THE STATE), MISSISSIPPI, TEXAS, LOUISIANA, SOUTH CAROLINA, GEORGIA, OKLAHOMA, FLORIDA, ALABAMA, ARIZONA, MICHIGAN, IDAHO, NORTH CAROLINA AND TENNESSEE. EIGHT OTHER STATES---ARKANSAS, KANSAS. MISSOURI, NEW HAMPSHIRE, NEW MEXICO, PENNSYLVANIA, UTAH, AND WYOMING---ARE IN THE PROCESS OF SETTING UP PROGRAMS. LEGISLATION AUTHORIZING A BOOT CAMP PROGRAM IN INDIANA PASSED THE STATE HOUSE OF REPRESENTATIVES BY A VOTE OF 97 TO 1 AND IS NOW IN THE STATE SENATE.

LET ME DISCUSS BRIEFLY THE MAJOR PROVISIONS OF THE INNOVATIVE BOOT CAMP PRISON ACT OF 1990.

MY BILL WOULD AMEND TITLE I OF THE OMNIBUS CRIME CONTROL AND SAFE STREETS ACT OF 1968 TO AUTHORIZE THE DIRECTOR OF THE BUREAU OF JUSTICE ASSISTANCE TO MAKE GRANTS TO THE STATES TO SET UP AND OPERATE BOOT CAMP PROJECTS FOR THOSE YOUNG ADULTS CONVICTED OF NONVIOLENT CRIMES, INCLUDING DRUG OFFENSES. THE LEGISLATION AUTHORIZES $200,000,000 FOR FISCAL YEAR 1991 TO ESTABLISH THE DEMONSTRATION GRANT PROGRAM.

EIGHTY PERCENT OF THE FUNDS MUST BE USED BY THE STATES TO SET UP AND OPERATE BOOT CAMP PRISONS. TWENTY PERCENT OF THE FUNDS MUST BE SET ASIDE FOR GRANTS TO THE STATES TO PROVIDE DRUG TREATMENT, LITERACY EDUCATION, VOCATIONAL EDUCATION, AND JOB TRAINING PROGRAMS, WHICH SHOULD BE PROVIDED TO PARTICIPANTS IN THE BOOT CAMP PROGRAM BOTH DURING IMPRISONMENT AND IN THE TRANSITIONAL PERIOD FOLLOWING GRADUATION FROM BOOT CAMP. THE STATES ARE ENCOURAGED TO INVOLVE THE PRIVATE SECTOR IN THE DEVELOPMENT OF THESE REHABILITATIVE PROGRAMS.

THE BILL SETS FORTH CRITERIA FOR STATE APPLICATIONS TO RECEIVE A GRANT. FOR INSTANCE, GRANT FUNDS CANNOT BE USED FOR MORE THAN 70 PERCENT OF THE COST OF THE PROJECT. IN OTHER WORDS, TO QUALIFY A STATE MUST PROVIDE THIRTY PERCENT IN MATCHING FUNDS, OF WHICH AT LEAST 15 PERCENT MUST DERIVE FROM FUNDS PROVIDED BY PRIVATE ENTITIES. THE STATE CANNOT USE FEDERAL FUNDS TO SUPPLANT STATE OR LOCAL FUNDS THAT WOULD OTHERWISE HAVE BEEN USED FOR THE PROJECT. AND THE STATE MUST SUBMIT AN ANNUAL REPORT TO THE JUSTICE DEPARTMENT ON THE EFFECTIVENESS OF ITS BOOT CAMP PROJECT.

IN REVIEWING APPLICATIONS, THE BUREAU OF JUSTICE ASSISTANCE MUST GIVE PRIORITY TO STATES WHICH HAVE AN ACUTE SHORTAGE OF PRISON FACILITIES.

LET ME STRESS SOME ADDITIONAL POINTS ABOUT THIS LEGISLATION.

FIRST, BOOT CAMP PRISONS SHOULD BE UTILIZED ONLY FOR OFFENDERS WHO HAVE COMMITTED NONVIOLENT OFFENSES, INCLUDING NONVIOLENT DRUG OFFENSES, FOR WHICH THE AUTHORIZED SENTENCE IS IMPRISONMENT FOR AT LEAST ONE YEAR. TO BE EFFECTIVE DIVERSIONARY PROGRAMS BOOT CAMPS MUST NOT BE AVAILABLE TO CRIMINALS WITH A HISTORY OF VIOLENT OFFENSES. BOOT CAMPS SHOULD BE USED FOR CRIMINALS WHOSE SENTENCES REQUIRE IMPRISONMENT AND NOT BE USED MERELY TO ADD TO PRISON OVERCROWDING. MOST STATES DO NOT RESTRICT PARTICIPANTS TO FIRST-TIME OFFENDERS ONLY, SO I HAVE OMITTED THAT REQUIREMENT.

SECOND, UNDER SECTION 1401, IT IS MADE CLEAR THAT DRUG OFFENDERS CONFINED TO BOOT CAMP PRISONS WILL RECEIVE PERIODIC DRUG TESTING AS WELL AS DRUG TREATMENT, IF NEEDED. ALL OFFENDERS CONFINED TO BOOT CAMP PRISONS WILL ALSO BE OFFERED COUNSELING, LITERACY EDUCATION, VOCATIONAL EDUCATION, AND JOB TRAINING, BOTH DURING CONFINEMENT AND DURING SUPERVISED RELEASE.

THIRD, UPON GRADUATION FROM BOOT CAMP, ALL OFFENDERS WILL CONTINUE TO BE CLOSELY SUPERVISED, UNDER COMMUNITY CONFINEMENT OR HOME DETENTION, AND WILL CONTINUE TO RECEIVE DRUG TESTING AND TREATMENT, COUNSELING, EDUCATION AND JOB TRAINING. THEY MUST ALSO PROVIDE RESTITUTION, IF REQUIRED, AND PARTICIPATE IN COMMUNITY SERVICE PROGRAMS.

I BELIEVE THAT PARTICIPANTS MUST HAVE SUPERVISED RELEASE AND REHABILITATIVE PROGRAMS DURING THE TRANSITIONAL PERIOD BETWEEN BOOT CAMP CONFINEMENT AND UNSUPERVISED RELEASE TO SOCIETY. I SHARE THE PREDOMINANT VIEW THAT THE SUCCESS OR FAILURE OF BOOT CAMP PROJECTS WILL DEPEND LARGELY ON POST-RELEASE CONDITIONS FACING THE GRADUATE. THE ENVIRONMENT OF BOOT CAMPS IS SO COMPLETELY DIFFERENT FROM REGULAR LIVING CONDITIONS THAT SOME CONTINUOUS SUPERVISION AND ASSISTANCE ARE NEEDED TO ENABLE THE OFFENDER TO ADJUST TO SOCIETY. THE OFFENDER SHOULD NOT BE ALLOWED TO RETURN IMMEDIATELY TO THE SAME UNSUPERVISED, VALUE-FREE, DRUG-PRONE AND CRIME-RIDDEN HOME AND NEIGHBORHOOD THAT MAY HAVE LED TO HIS CRIMINAL ACTIVITY.

MY BILL WILL ENSURE THAT BOOT CAMP GRADUATES WILL RECEIVE COMMUNITY CONFINEMENT AND HOME DETENTION WHILE SERVING THEIR TERM OF SUPERVISED RELEASE, SO THAT THEY CONTINUE TO RECEIVE THE ATTENTION AND ASSISTANCE THEY WILL REQUIRE. MOREOVER, THEY WILL BE REQUIRED TO PROVIDE RESTITUTION TO THEIR VICTIMS, IF A CONDITION OF THEIR RELEASE, AND PARTICIPATE IN COMMUNITY SERVICE. TAKEN TOGETHER, THESE FEDERALLY-ASSISTED PROGRAMS WILL BENEFIT THE OFFENDERS, THEIR VICTIMS, AND THEIR COMMUNITIES.

MR. CHAIRMAN AND MEMBERS OF THIS SUBCMMITTEE, AT A TIME WHEN WE ARE URGENTLY FIGHTING A NATIONAL WAR ON CRIME AND DRUGS, I BELIEVE THAT BOOT CAMP PRISONS CAN BE AN EFFECTIVE WEAPON IN OUR FEDERAL AND STATE ARSENALS. BY PROVIDING AN ALTERNATIVE TO IMPRISONMENT FOR CERTAIN CRIMINALS, BOOT CAMP PRISONS WILL BENEFIT THE CRIMINAL JUSTICE SYSTEM: THEY WILL RELIEVE PRISON OVERCROWDING AND SAVE MILLIONS IN THE COSTS OF INCARCERATION.

PRISON DIVERSION WILL BENEFIT THE COMMUNITY BY PROMOTING PUBLIC SAFETY AND CIVIC RESPONSIBILITY. THE BOOT CAMP EXPERIENCE WILL BENEFIT INDIVIDUAL OFFENDERS: THE PROGRAMS ARE DESIGNED TO REQUIRE PUNISHMENT WITH REHABILITATION, INSTILL POSITIVE VALUES AND PROVIDE USEFUL SKILLS. BOOT CAMP PRISONS CAN DETER FUTURE CRIMES AND CURB THE DEMAND FOR ILLEGAL DRUGS.

I HOPE THAT THE CONGRESS WILL SOON ADOPT THE BOOT CAMP CONCEPT WHICH HAS ALREADY GAINED WIDE ACCEPTANCE IN THE STATES AND WILL ACT QUICKLY TO PROVIDE THE FUNDING NECESSARY TO PERMIT THE STATES TO CONTINUE THIS BOLD EXPERIMENT IN LAW ENFORCEMENT.

AGAIN, I THANK THE DISTINGUISHED CHAIRMAN AND THE MEMBERS OF THIS SUBCOMMITTEE FOR PERMITTING ME THIS OPPORTUNITY TO TESTIFY ON THIS TIMELY SUBJECT.

Statement of Commissioner Thomas A. Coughlin III
New York State Department of Correctional Services

Chairman Levin, thank-you for the opportunity to appear this morning before the Sub-committee on Oversight of Government Management

All of us know we are in a war — against drugs.

What doesn't get sufficient notice sometimes is the fact that, like it or not ... despite the billions we have spent ... we are losing that war.

We must explore new avenues to address drug addiction and recovery, or we will continue the revolving door of arrest, incarceration and parole, to surely be followed by re-arrest.

In New York, we were among the states to pioneer the concept of *shock incarceration*. We are today on the threshold of instituting yet another unique approach to drug treatment in prison, tied to aftercare on parole. It is these programs that I want to discuss this morning.

But I will begin with a caveat: There are no perfect solutions, just as there are no instant answers. There are only appropriate punishments and alternatives that we haven't tried yet.

I remember attending the first inmate graduation from *shock incarceration* – boot camp – a few years ago. I watched as tears streamed down the face of the platoon salutatorian. I listened as his voice broke, while extolling the virtues of shock and all it had meant to him.

He's back in jail. And I ask this select committee to remember that — every time we try a new program, or a new approach — there will be failures. But we should look beyond the anecdotal failures and focus our efforts upon our thousands of successes ... and what works.

Because I believe our role as public servants requires us to examine and maybe even try every sound idea that we think might turn things around, and help us to start winning this war.

Because what is at stake is our future. And what we face losing is America's most precious resource — our children and our young people.

Let me begin with our experience with shock. Our early experience with shock has shown us two things that suggest we might be on the right track:

- Inmates who complete shock return at a rate of 20% compared to 25% among all inmates. That is significant because each 100 successful shock releases saves taxpayers $1.6 million.
- Inmates who complete shock return at the same 18-20% as do inmates who were eligible for it but chose not to participate. That means the return rate for inmates who are in shock for only six months is the same as for those who spend an average of an additional eight months in prison.

The purpose of prison has traditionally been the secure confinement, rehabilitation and segregation of felons.

That thinking has changed in New York State. We do not believe in *re*habilitation.

Because one definition of rehabilitation is "to restore and to improve its original state."

Why would you want to use prison to turn out a better class of drug users and dealers?

Governor Mario M. Cuomo endorses that concept of habilitation.

Most people in prison were never socialized in the first place. That ignorance of how to live in our society contributed to their criminal activity.

Our goal becomes one of habilitation. Now, we are attempting to showcase that philosophy.

The six-month shock regimen includes more than just the 500 hours of physical training plus drill and ceremony that has led to the media dubbing it a "boot camp."

It also includes 546 hours of the therapeutic approach to treating addiction, based on the *Network* program and in Alcoholics Anonymous' *12 Steps to Recovery*. It also includes at least 260 mandatory hours of academic education, and it also includes 650 hours of hard labor, working on facility projects, community service work and projects in conjunction with the Department of Environmental Conservation.

Of nine shock-type programs surveyed, New

York's is the only one where:

- Staff is required to undergo one month of shock-type training before inmates arrive, so that all staff, superintendents and clerks alike, are aware of both the content and goals of the program;
- The program includes an intensive therapeutic community approach to habilitation, and
- Inmate graduates undergo a full year of intensified parole follow-up.

We believe successful completion of the six-month regimen results in inmates becoming better people. And they get out of prison as much as two and one-half years early. Failure means serving a full sentence in prison.

But the choice is their's. As attractive as that may sound to some, 56 percent have found the regimen too demanding, even with the carrot of early release.

Many have already chosen to leave and to complete their sentence in a traditional prison.

In 1989 we opened a special 750-bed medium security prison to provide screening for all Shock eligible inmates with the goal of increasing the number of early dropouts among inmates sent to the program. The approval rate for inmates 16-25 years old increased from 42.1% to 72.3% with Lakeview's opening.

Through November 17, 1989, 7,366 inmates had been screened for the program, 3,148 have entered it and 1,158 have graduated; 695 remain active in the program, while 903 have transferred out, including washouts and inmates who left at their own request.

But for those who volunteer, successful participation in the program is defined as:

- Learning how to live without committing crimes against others or their property;
- Having enough respect for yourself to take control of, and be responsible for, your own actions;
- Disciplining yourself to seek realistic goals through your own honest efforts, and
- Developing socially-acceptable tools to succeed: education, work ethics, job skills and whatever therapy or counseling might be needed in an individual situation.
- Most inmates neither possess nor respect such abilities. So our goal is to offer to habilitate them:
- In a program running from 5:30 a.m. to 9:30 p.m.
- Six days a week.
- With a full three hours of free time — each and every Sunday.

The treatment component, which differentiates our program from most others, is extensive.

Governor Cuomo does not believe we can turn someone's life around simply by making them do push-ups, march in formation, or simply by taking orders.

The strict physical regimen is a pivotal tool in teaching discipline and respect for authority.

It is also an excellent means of challenging individuals, as well as teaching them about teamwork and getting along with others.

But of equal importance and weight in our program are the components that deal with education, professional and peer counseling, plus drug and alcohol therapy.

Network therepeutic community meetings, with staff and inmates working in sometimes confrontational dialogues, are held for one hour each week day. There are also sessions designed to teach decision-making in socially acceptable ways, which run for two hours each week. For four hours per week, group meetings focus on problem-solving, confrontation and conflict resolution.

Here's how one inmate described *Network* in a letter to his family: "Here they also have a thing called the Network program. You might have heard about it. It helps you learn more about yourself and understand different things better."

Individual counseling, as required, takes up another hour per month – more if required.

Pre-release programs, designed to help inmates make the transition from prison to parole, require two hours each week.

The daily program at each facility includes at least two hours of physical training, including military-style drills, calisthenics and a 2-3 mile run. For seven hours each weekday, inmates are involved in labor-intensive work projects.

Inmates perform community service projects in neighboring towns and villages; they also cut trees and clear brush for the state Department of Environmental Conservation; they work on construction and maintenance at the camp itself.

A full day and two evenings each week all inmates are in education classes, including high school equivalency diploma courses, remedial education and other academics.

It is the combination of these programs that we believe offers young offenders the chance to get their heads on straight and their lives in order. Traditionally, we sent felons to prison as punishment. Now we send some young offenders to shock incarceration, in hopes of helping them become good citizens.

There are weekly assessments made of each inmate in each program category, and monthly reviews are completed by a committee that includes Division of Parole as well as by Correctional Services' personnel at the shock facilities.

Eligibility requirements are different for inmates up to age 26, as opposed to those from age 26 through age 29, the cutoff for participation in the program. New York is one of only two states in the nation where the Department of Corrections selects among eligible inmates for participation in the shock program.

For inmates who are less than 26 years of age, they are eligible if:

- They are physically and mentally qualified;
- This is their first sentence to State prison;
- They are within three years of parole eligibility;
- They are not serving a sentence for a violent offense, such as murder, manslaughter or rape.

For inmates over age 26 but under 30, the rules are the same with these added restrictions:

They cannot have ever been convicted of a crime that would keep them out of shock. (Inmates imprisoned for drug possession, for example, would be excluded if they had previously been convicted of a violent crime, even if they received a sentence of local jail time or probation.)

- The sentencing judge must not oppose their participation in shock.
- They must serve at least one year, including the six months in shock.

Throughout the nation, most other shock programs are contiguous with a medium- or maximum-security facility.

In New York, we are devoting entire, separate facilities to this program, with every aspect of their operations focused on, and supportive of, the shock program.

Each is located in a rural setting in upstate New York, with plenty of room for their dormitory-style housing units.

The rural setting is advantageous. The noise of marching and cadence calling, as well as physical training, does not disturb neighbors.

The 250-bed Monterey Shock Incarceration Facility opened on September 10, 1987, in Schuyler County. Its first platoon graduated March 8, 1988.

The 250-bed Summit Shock Incarceration Facility, in Schoharie County, began accepting males on April 12, 1988. Females entered the program on Dec. 12. Summit's first platoon of females graduated last month.

In April of 1989, the State's third Shock prison, also a 250-bed facility, opened at Moriah in Essex County. The first graduation at this facility for males will be on September 21, 1989.

On June 22, just about three months ago, a graduation of sorts was held at the State's fourth 250-bed shock camp. On that date, staff at the Butler Shock Incarceration Facility in Wayne County completed one month of training in advance of receiving their first inmates on June 26. As at the three earlier camps, Butler's staff spent a month undergoing training along the lines of what inmates will experience when they enter the program.

Staff inform inmates of the purpose and objectives of the program, describe a typical day and respond to questions. Eligible inmates are then offered the opportunity to volunteer for it. Those who opt not to participate will be transferred to traditional prisons. Those inmates who accept, receive a two-week orientation before the actual program gets underway.

Reception of eligible inmates takes place at the Lakeview Shock Incarceration Facility in Brocton, Chautauqua County, our newly-opened, 750-bed facility. It's the largest "boot-camp-style" prison in the nation.

Those who choose to volunteer will either join a platoon right at Lakeview, or be transferred to a unit at one of the four smaller shock facilities.

There were downsides to the program. I think they have been rectified as shock becomes a more familiar operation within our system.

Not surprisingly, those downsides concerned staff and inmates.

Traditionally, our camps like Monterey and Summit were havens for senior officers.

The camps housed inmates on their way out of the system, whose good institutional records allowed their transfers to these minimum-security facilities.

They were minimum risk inmates who wanted to do their time quietly without creating any problems: they knew incidents would land them back in a higher-security institution.

Those same officers today are faced with street-wise young offenders who are just entering the system, and have never seen the inside of a maximum-security prison.

Suddenly, these officers are seeing a flip-flop, where they are on the front end of the system.

With some of that older staff transferring out, they were replaced by younger officers, many of whom lacked the military back ground needed for the boot camp aspect of shock.

To help overcome that situation, we mandate four weeks of training for staff, to show them exactly what is expected in both the boot camp and programmatic sides of shock incarceration.

For inmates, many are opting not to volunteer for the program, because they think it is too difficult.

But inmates who have entered the program have had positive things to say about it:

"I want to say that this is a very positive program and that I am sure that it is going to help a lot of in mates that otherwise would've never had the chance."

"I think zero week (the first week of training) was the very hardest week of my life. Especially the jogging – it was rough on me."

"I think that shock will make me a better man and teach me how to deal with society and teach me a lot of discipline and responsibility. I think that the people that I hurt, when I go home, will be happy to see the change and will be happy of the man that shock has made of me, and not the man that I was before I came to jail."

Another inmate wrote, "I thought zero week was Hell and I ain't going to lie about it."

Parole staff begin their planning the day inmates arrive at the camp and begin that "zero week." As part of the shock program, Governor Cuomo mandated that Parole follow inmates closely upon release to see how they perform.

Parole writes a treatment plan and prepares a report to the parole field office which will supervise the inmate upon release.

Parole officers in the field developed an "after shock" program that includes individual as well as group supervision.

Caseloads are set at 30 parolees per parole officer. Parolees must meet with the officer twice weekly in their first three months after release, then once a week for the next three months.

During those first six months of parole, the meetings with parole continue the decision-making and conflict-resolution counseling begun in shock.

Parole monitors the inmate by making two home visits per month, ensuring the inmate retains full-time employment, or enrolls in an education or drug treatment program as warranted.

For the balance of the inmate's parole, the 30-to-1 ratio is maintained, but group sessions are thereafter run by counseling and therapy groups with mandatory attendance on the inmate's part.

The aftercare provided for shock graduates is perhaps the most crucial aspect of the process. Without the supervision and guidance set up in this system many more inmates would likely revert to past unacceptable habits, rather than modifying their behavior to acceptable community standards.

Shock incarceration has been described by some critics as little more than a political expedient designed to make elected officials popular with the public.

While shock is politically attractive in many respects, that is not the reason we in New York State instituted this program. Serious alternatives to incarceration have become necessary. So far, the shock system, at least in our State, has proved to be successful.

So what does it all cost? The camps are designed to be operated for one year housing 500 inmates – 250 inmates in each six-month program – with a total budget of $5.2 million and a staff of 142. That's $9,000 to house an inmate per year, versus the systemwide cost of $20,000. By comparison, a 250-bed minimum-security camp would have 127 employees and a budget of approximately $4.9 million. Each are self-contained minimum-security facilities.

We must also realize that the savings of up to 30 months of incarceration for each successful participant is a sizable savings to taxpayers.

Diverting young offenders from criminal activity in a cost-efficient manner provides an even better return for the people footing the bill – the New York taxpayers.

But the biggest return to society, if we are successful, will come in the fact that, hopefully, these offenders will not return to their criminal ways and wind up back in prison.

We believe we are on the right track. Governor Cuomo is committed in his belief that punishment need not always take the form of incarceration.

Any state can build its way out of prison crowding by adding cells — at the cost of less money being available for tax cuts, highways, education and other programs.

Governor Cuomo has proposed many alternatives to incarceration, and shock is only one of them.

Young offenders can be diverted from criminal activity, if we offer them the chance of a productive life – and if they want to take advantage of it.

Governor Cuomo wants to reduce recidivism, not just cut the level of prison crowding. We hope shock will continue to help in that effort.

Our efforts to battle addiction does not stop with shock. We begin a major program later this year that builds upon what we have learned from shock and through 10 years of treating inmate addicts.

Six 200-bed Alcohol and Substance Abuse Treatment (ASAT) Annexes were authorized on July 11 when Governor Cuomo signed the *Omnibus Criminal Justice Law of 1989*. The annexes will be unique in two ways:

- This Department will provide security, administration and support personnel at each Annex, but outside non-profit organizations will be contracted with to come inside these prisons to provide residential drug treatment.
- Those providers will be required to sign contracts with the Division of Parole, guaranteeing each inmate an appropriate drug treatment slot in their county of commitment upon parole release.

Full implementation of Governor Cuomo's drug program will bring the number of new drug treatment beds to 2,150. It includes, in addition to the six 200-bed annexes:

- Authorization for a seventh Annex if the number of new prison commitments warrants it, and both the Governor and Legislature agree to appropriate funds.
- Appropriated funding for a 750-bed medium-security prison in which all inmates will be in the ASAT program administered by Departmental staff. We believe this will be the largest single prison in the nation dedicated to addressing drug abuse among felons. It will cost $65 million to build and $17 million a year to operate with 400 workers.

This addiction recovery program is intended to break the cycle of abuse by mandating a continuum of treatment: No longer will inmates receive drug treatment and enter recovery in prison, only to relapse on the street – in part because no one is guaranteeing them a treatment slot.

If parolees continue in recovery programs, they will not be committing crimes against our citizens to obtain drugs. Our taxpayers will not be spending $100,000 to build a cell for parolees to return to, and $25,000 a year to house them. The money can be spent instead on social programs, highways and bridges, tax cuts and to address other needs. But the process begins with breaking the drug cycle, in order for us to invest in the future of the recovering addict who has done time, as well as in the future for us all.

The *Omnibus Criminal Justice Bill of 1989*, among other initiatives, authorized the construction of 5,400 new prison beds – with 1,950 of them, or 43% of the expansion, earmarked for residential drug treatment. In signing it, Governor Cuomo noted that, "The police officers on the streets are making more and better arrests while the courts are making more and longer commitments to State prisons ... (this law) will allow us to build more cells and enhances our chances of deterring future crimes by the people who fill them. It is another major component of our effort to take back the streets."

The ASAT Annexes will address the two overwhelming commonalties among inmates: More than 70 percent admit to having abused drugs on the outside, while 80 percent lack the high school degree required to hold even some entry level employment.

Roughly 20 percent of inmates who successfully complete residential ASAT programs return to prison, against a return rate of upwards of 30 percent among non-participants. Only 17 percent of inmates earning high school equivalency degrees return, compared to 25 percent among those who don't.

All 57 State prisons offer ASAT programs, while eight facilities also offer residential drug treatment, lasting 3-9 months, such as that to be offered in the annexes. The existing ASAT program costs $4.6 million annually, and serves 12,000 offenders a year.

200-bed ASAT Annexes will be built within the perimeters of the Marcy medium-security prison and the Lakeview Shock Incarceration Facility, one adjacent to the Butler facility, while the remainder will be free-standing units in Brasher, Chateaugay and Johnstown, distant from any other prisons. Each will cost $20 million to build and will cost $5 million a year to operate with 140 employees.

The therapeutic community approach to ASAT – in place at existing residential programs – will be duplicated at the Annexes. Inmates will be involved in intensive group therapy and individual counseling, as well as in the *Network* program. Academic education, to address the second greatest need among inmates, will also be compulsory.

Inmates in the program will be those within two years of parole eligibility whose prison adjustment and program participation, plus their crime of commitment, allow them the privilege of participating in Temporary Release Programs.

The organization providing ASAT will, as inmates develop a proven record of addressing their addiction, recommend that inmates be temporarily released to the drug treatment program that the provider believes will meet the need of the individual inmate upon parole – while allowing the provider to oversee the inmates readjustment to society prior to that parole release.

It should be clearly understood that inmates will be on temporary release: Such status is granted at my sole discretion, and I can revoke it at any time, and order the inmate returned to prison.

Unlike shock, inmates will have no choice as to whether they are sent to the Annexes for treatment. And they won't get out of prison one day early for successfully participating in a recovery program.

What they will have received, however, is a better chance for success on the street. That's their carrot.

That is all – and everything – that we must provide, if we are to break the cycle of drug abuse and crime among offenders.

Formal Statement
of
David Jordan
Georgia Department of Corrections
for
Oral Presentation
to
United States Senate
Subcommittee on Oversight of Government Management
Hearing on
Special Alternative Incarceration

March 1, 1990

Mr. Chairman, I thank you for the privilege and opportunity to testify before your subcommittee today and I commend you and the other Senators here for your interest in Special Alternative Incarceration.

Georgia's SAI program is but one part of a much broader and far reaching set of alternatives to incarceration developed by the Georgia Department of Corrections. The other elements of this continuum of sentencing options are:

Basic Probation
Community Service
Intensive Probation
Home Confinement
Diversion Centers
Detention Centers

These programs are predicated upon the Departments philosophy of mission:

1) first and foremost, to protect the public;
2) to provide a safe and secure environment for both the offender and the Department's staff;
3) to provide programs and opportunities for the offender to change and become a productive, law-abiding member of society.

The programs also, by design, allow for restitution to the victims, and restitution to the community.

It is our belief that, given the particular circumstances of our State, the most effective way to address prison overcrowding is through this multifaceted approach, providing, in effect, a menu from which judges may select the most appropriate sentence for a particular offender.

However, we are here today to look at shock incarceration. And appropriately so. For SAI is, in and of itself, a very effective and viable program.

Georgia's SAI program began operation in November, 1983. The original unit housed fifty shock incarcerants. Capacity now is 250 and will soon be increased to 450. As of December 1989, 3579 offenders had been assigned to the SAI units since its beginning. There have been only 84 in-program failures while overall failures, that is to say probation revocation or new crime commission after completing SAI, total 798.

The central goal of the program is to afford an opportunity for change, a last chance for young offenders to avoid the stigma and very real personal risk of a prison sentence.

While, at the core, all of the programs we have heard from today are similar, the Georgia SAI differs in some ways from some of the other programs and in some ways from all of them. Among these differences:

1) it is somewhat less militaristic in both philosophy and practice;
2) it is less staff intensive;in fact, our SAI officer to offenders ratio is lower that found in our general population;
3) our participants are probationers, not selected inmates; thus, both assignment to the program and aftercare are at the discretion of the judiciary;
4) our program length is only 90 days.

These differences, and others we have heard today define that various approaches to SAI are being tried. To a great degree, the particular politico-judicial circumstances of each state dictate this. And, with time, we should benefit from studying the results of the different programs.

And finally, the question--is SAI successful? If the goal of government is to deliver the best service or program at the least taxpayer cost, Georgia's SAI is clearly a success. Our average daily cost per offender for SAI is less than half the cost for the general prison population. Factor into that the fact that the same cell or bed is turned over four times per year and the economic benefit becomes very clear. In human terms, the program is tough but fair, demanding but humane. It protects the young offender from the risks he would inevitably face in the general population. And, if he completes the program, he has no prison record.

Operational since 1983, Georgia's shock incarceration program has withstood the test of time and intense scrutiny from corrections professionals, academicians, and the media. Numerous other states have studied Georgia's SAI and we have made our staff available to help them start similar programs. Harvard criminologists came to Georgia to study SAI and the state's other alternative sentences. They arrived highly skeptical. They left highly impressed. Their evaluations helped Georgia win one of the highly conveted Innovations in State and Local Government Awards given by the Ford Foundation and the John F. Kennedy School of Government. Media from throughout the nation and world including all the major networks, West 57th Street, the Washington Post, the Boston Globe, and the New York Times have reported on SAI. That coverage has been in depth and has been uniformly positive.

From our experience, we believe that shock incarceration has proven to be an efficient, effective and appropriate way of dealing with young offenders. It is a program that works and works well.

GEORGIA'S
SHOCK INCARCERATION PROGRAM

(Special Alternative Incarceration - SAI)

Georgia
Department of
Corrections

SPECIAL ALTERNATIVE INCARCERATION

("Shock Incarceration")

INTRODUCTION

Within the broad array of sentencing alternatives provided to Georgia's judiciary through the Probation Division, Georgia Department of Corrections, there is recognition that many young offenders need some minimal exposure to the harsh realities of prison confinement. Many young felony offenders lack an awareness of the prison environment and the real meaning of loss of the freedoms they exercise each day. A primary goal of the Special Alternative Incarceration (SAI) is that of impressing upon the young felon the reality of long-term incarceration, but accomplishing this with a short prison experience of ninety (90) days.

By fashioning a prison environment similar to a military "boot camp", the SAI Program provides a very stringent, regimented, and punitive 90-day experience to young and impressionable offenders. Idle and discretionary time is extremely limited. The major focus os activity is physical labor performed by SAI details. Such labor may be farm work, land-clearing, cleaning highway rights-of-way, or other type of non-mechanized labor. Programming, occurring during evening hours, is limited to basic life skills areas and Alcohol/Drug Education and Awareness.

The role of Georgia's "Shock Incarceration " Program is of major consequence in this state's efforts to avoid long-term incarceration, saving precious "hard" beds for those offenders who are clearly dangerous to the public. By providing this option to young offenders, it is felt that the experience will impact positively upon the offender's behavior and help thwart future criminal activity upon his subsequent release to probation supervision in the community.

The SAI program has stood the test of intense scrutiny from corrections professionals, academics, and the media. Numerous other states have studied Georgia's "Shock Incarceration" and then started similar programs. Harvard University criminologists came to Georgia to study SAI and the state's other alternative sentences. They arrived highly skeptical. They left highly impressed. Their evaluations helped Georgia win one of the Ford Foundation's highly coveted Innovations in State and Local Government Awards. Media from throughout the nation and world including all the major networks, West 57th Street, CBS Radio, the Washington Post, the New York Times and the Boston Globe, have reported in depth on SAI. The coverage has been uniformly positive.

SPECIAL ALTERNATIVE INCARCERATION

I. OVERVIEW

The Special Alternative Incarceration Program (also referred to as "Shock Incarceration") was implemented in November, 1983. The program serves as an alternative to long-term incarceration for those young offenders, aged 17-25, who are considered to be unsuitable candidates for straight probation or other less restrictive diversion programs. Rather than long-term incarceration, these young felons are perceived in need of a brief incarcerative experience (90 days) in restrictive, punitive confinement as a means of "shocking" them into the harsh realities of prison life.

SAI is operational at two state institutions, with a total 250-bed capacity. While the programs are situated in correctional institutions housing a general inmate population, SAI offenders are in probation status and are housed and maintained separately from institutional inmates. A 200-bed free standing unit will be opened during FY 1991.

II. RELATIONSHIP TO OTHER SENTENCING OPTIONS

The Georgia Department of Corrections, Probation Division has established a continuum of options allowing for the appropriate degree of punishment and a balanced approach to corrections. The options, in order of restrictiveness to the offender, include;

1. Basic Probation Supervision
2. Basic Probation/Community Service
3. Intensive Probation
4. Intensive Probation/Home Confinement
5. Diversion Centers
6. Detention Centers
7. Shock Incarceration (SAI)

III. PROGRAM OBJECTIVES

- To divert young felony offenders from long-term incarceration by providing a very regimented, short-term period of punishment in a confinement setting

- To impress upon the young, impressionable offender the harsh realities of long-term imprisonment

- To impact future behaviors of the offender upon his return to probation supervision in the community

- To control and closely supervise in a rigidly-structured environment, emphasizing physical labor, those young offenders who have never experienced total restriction in their lives

* To impress upon the young offender society's unwillingness to condone criminal behavior

IV. ELIGIBILITY CRITERIA

In order to be admitted to the SAI Program, the offender must meet criteria as established by Section 42-8-35.1 of the Official Code of Georgia (annotated).

Criteria include:

1. The offender must be a male, convicted of a felony, and sentenced to one or more years on probation.
2. He must be not less than 17 nor more than 25 years of age at the time of sentencing.
3. He must have had no previous period of incarceration in an adult penal institution.
4. He must have no known contagious or communicable diseases.
5. He must have no known physical limitation that would exclude his participation in strenuous labor or physical activity.
6. He must have no known mental disorder or retardation that would prevent program participation.

V. REFERRAL AND SENTENCING

1. Determination of Eligibility
    a. Upon identification of a potential candidate for SAI, the Chief Probation Officer will designate a Probation Officer to complete:
        (1) A Risk/Needs Assessment,
        (2) A Medical Checklist and
        (3) A verified record check, to include a check for existence of outstanding warrants and detainers that may militate against SAI referral.
    b. The Chief Probation Officer, or his/her

designee, will then determine if the candidate meets the basic criteria as specified in OCGA 42-8-35.1.

c. If the Chief Probation Officer or designee determines a candidate to be appropriate for the program SAI Unit Probation staff will be contacted for verbal confirmation of acceptance. Any questions regarding eligibility, program operations, procedures, etc., will also be addressed in that contact.

d. If the offender is acceptable for the SAI Program, the Chief or his/her designee will certify to the sentencing court that the offender meets the eligibility requirements and has been accepted into the program by the Department of Corrections. The Court may at such time officially sentence the offender to the SAI Program.

e. If the offender has a co-defendant, especially if fellow members of a youth gang, both the sentencing judge and SAI staff should be consulted to determine if placement at the same institution should be avoided.

2. Sentencing - Special conditions of the Order of Probation shall specify that:

   a. The offender will reside at a SAI Unit for ninety (90) days;

   b. Transportation to the Unit will be the responsibility of the local Sheriff's Office;

   c. Upon successful completion of the 90-day SAI Program, the probationer shall be released and ordered to report to the local probation department in his county of residence, and

   d. Jurisdiction of the sentencing Court for revocation proceedings against the probationer is transferred to the County of SAI Unit location for the entirety of the probationer's SAI Program participation, unless probationer is sentenced under the First Offender Act.

3. After Sentencing

   a. The Clerk of Court should mail the following documents within five (5) working days to the Reception/Release Section, Department of Corrections:

1. Two (2) certified copies of the sentence and indictment
2. A personal history statement
3. An Affidavit of Custodian provided by the Sheriff

b. The following documents will be forwarded to the Dodge C.I. SAI Unit Probation staff:

   1. Risk/Needs Assessment (P-1) with case number assigned
   2. Medical Checklist (signed by interviewer and probationer)
   3. Verified Record Check
   4. Field sheet
   5. Notice of Transfer
   6. Sentence of Probation
   7. Transfer letter of Transmittal
   8. Psychological (if available)

c. When space is available and the SAI Unit has received a teletype of acceptance and authorization from Offender Administration, the SAI Unit Probation staff will coordinate institutional assignment of the probationer with Offender Administration.

d. Within fifteen (15) working days, a completed long-form PSI will be forwarded to Offender Administration, with a copy sent directly to the SAI Unit Probation staff.

e. Personal possessions brought to the SAI Unit by the probationer must, of necessity, be limited. Authorized property is as follows:

   - Clothing currently being worn
   - Money (will be placed in account
   - Religious material (Bible, Koran)
   - Legal material
   - Eye glasses
   - Contact lenses, with one sealed container of lens solution
   - Rings/watches (one each, with $300 value limit)
   - Comb (four inches, no handle)
   - Hearing aid

VI. REVOCATION PROCESS

When it is determined that a probationer in the SAI Program has violated the conditions of probation in such a manner that a revocation hearing is warranted, the respective SAI Unit Probation staff will prepare a Delinquent Report to outline the violations.

A. If jurisdiction has been transferred

  1. SAI Unit Probation staff will forward a copy of the Delinquent Report to the Probation Office of the sentencing Circuit.

  2. A warrant and Petition for Revocation will be prepared from the Delinquent Report by SAI institutional staff.

  3. SAI Unit Probation staff will contact the District Attorney of the Circuit in which the institution is located and request that a revocation hearing be scheduled. The probationer will be housed at the institution pending a revocation hearing in that Circuit, unless the 90-day SAI program period has elapsed. In this case, the probationer will be transferred to the local county jail.

  4. Following the revocation hearing, the probationer will be returned to the institution and, depending on the findings of the Court:

     a. If not revoked. The probationer will remain in the SAI Unit for the remainder of the ninety (90) day program, or

     b. If revoked. The probationer will be housed at the assigned institution until Offender Administration can issue an order to transfer him to a diagnostic institution.

  5. SAI Unit probation staff will return the case material on a revoked probationer to the sentencing Circuit. If the probationer is not revoked, the SAI Unit Probation staff will notify the sentencing Circuit by forwarding a copy of the Petition of Revocation and findings of the Court.

B. If jurisdiction has not been transferred or if the probationer is sentenced under the First Offender Act:

  1. If jurisdiction has to been transferred, but jurisdiction can be transferred, such request should be immediately made. (This does not apply to First Offender).

  2. The Delinquent Report, request for warrant, and

a Petition for Revocation will be forwarded to the Circuit of original conviction.

3. The SAI Unit Probation staff will coordinate with the sentencing Circuit and supply all needed information for the revocation hearing.

4. It will be the responsibility of the sentencing Circuit to provide transportation back to the county of original jurisdiction for the revocation hearing, as soon as possible after the warrant has been duly issued.

5. If the probationer is revoked, he will be housed in the jail of the county of conviction until Offender Administration can issue an order to transfer him to a diagnostic institution.

6. The sentencing Circuit will apprise the SAI Unit Probation staff of the assigned institution of the findings of the Court.

(Backlog is defined as the number of sentences on hand in the Central Offices.) Admissions to SAI by year from 1984 through 1988-to-date are broken out by judicial circuit in Appendix A: SAI Admissions & Revocations, at the end of the report.

Summary data indicate that...

- Nearly 2,400 offenders have been assigned to SAI since December, 1983.
- Seventy-two offenders have failed to complete the 90-day confinement. There have been 367 offenders revoked who completed the 90-day confinement. The total for these two groups is 439.
- The backlog was 152 cases, as of March 31, 1988.
- The waiting period is averaging about five months based upon documents in sentence processing.
- The active SAI inmate count was 97 percent of its 200-bed capacity on March 31, 1988.
- Eight judicial circuits (Atlantic, Atlanta, Chattahoochee, Clayton, Cobb, Macon, Oconee and Stone Mountain) have each sent 100 or more offenders to SAI since December, 1983.
- Three judicial circuits showed significant increases in use during calendar year 1987 over previous years: Atlanta, 65; Cobb, 71; and Stone Mountain, 74.
- Six judicial circuits have revoked 20 or more of the total offenders sentenced to SAI subsequent to the 90-day confinement.

PARTICIPANT/PROGRAM PROFILE

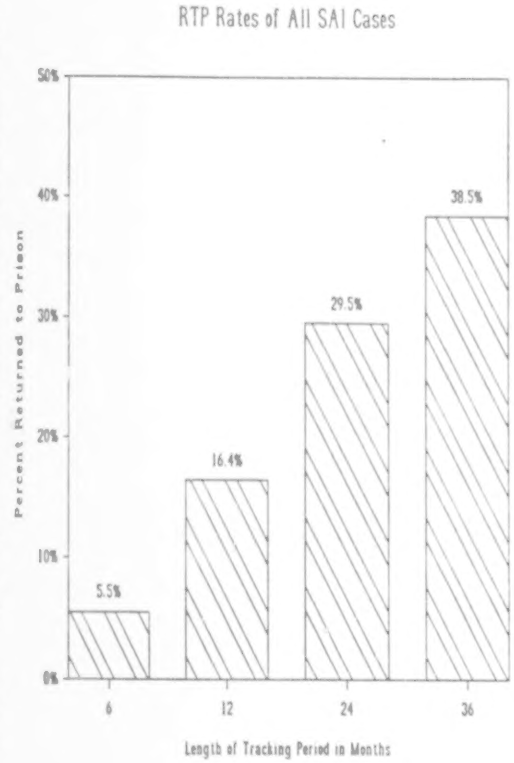
The typical offender sentenced to SAI is white, 20 years of age, and convicted of a property group crime, most often a burglary. The current racial composition of the SAI active population is 52 percent black. White offenders comprise 57 percent of the historical SAI population, which is down from 63 percent initially and moving towards a general balance.

Age is generally maintaining a constant 20-year average. The property offense group of offenders continues to be the most often sentenced to SAI (nearly 70 percent historically), with burglary the dominant crime. More SAI profile information is presented in <-<-<-Appendix B: SAI Population Profile.

RETURN-TO-PRISON ANALYSIS

The overall return-to-prison (RTP) rates for SAI *(right)* are 5.5% for 6 months; 16.4% for 12 months; 29.5% for 24 months; and 38.5% for 36 months. RTP is a calculation of rates *(based upon the data below)* at which offenders were sent back to prison. RTP rates for most subpopulations *(following pages)* vary little. The four-year and five-year rates are unreliable; each group had a very small number of cases at risk for those time periods. Three hundred and sixty-seven offenders were revoked after they had completed the 90-day confinement.

The RTP analysis tracked 2,169 SAI offender records. Of these, 424 records were released too recently to be tracked for RTP purposes. Another 201 records were of active SAI offenders. See <-<-<-Appendix C: RTP Rates by Subpopulation, which shows RTP rates for the SAI subpopulations graphed in this section.

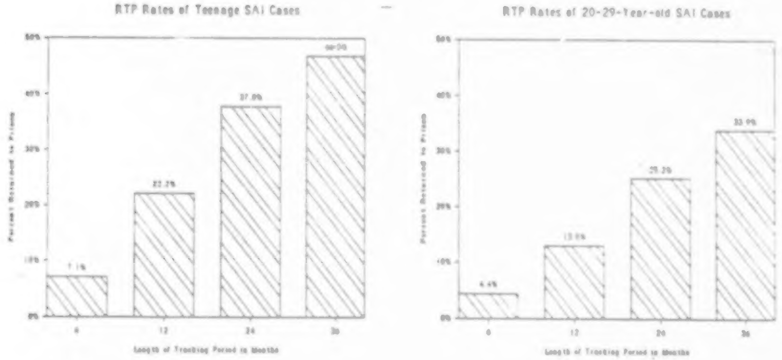


SAI Return-to-Prison Analysis
Breakout: GRAND TOTAL
Subgroup: GRAND TOTAL

Months Tracked	Sample Size	Number Returned	RTP Rate
6	1545	85	5.5%
12	1177	193	16.4%
24	661	195	29.5%
36	270	104	38.5%

The RTP program tracked those offenders who successfully completed the 90-day confinement period to determine how they adjusted to community probation supervision. Seventy-two (four percent) of the SAI offenders failed to complete the 90-day confinement period; these offenders were not included in the SAI RTP analysis. RTP rates were developed for the variables age, race, and conviction environment. We note, for your information, that comparative RTP rates are not currently prepared. Due to time limitations, at this time, we were unable to track SAI offenders to determine their rates of revocation. Oftentimes these offenders commit subsequent crimes which do not escalate their criminal involvement, but are revoked to other alternative programs including back to regular probation supervision. RTP rates for crimes comparable to the crime of the initial incarceration are not available at this juncture.

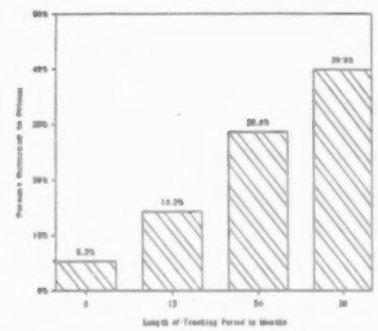
SAI RTP RATES BY AGE



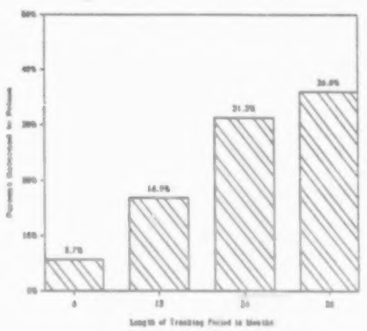
The RTP rates by age *(above)* show that offenders admitted to SAI in their teen years return to prison faster than offenders who were in their twenties when admitted. The differences between RTP's by age groups were: at 6 months, 2.7 percentage points; at 12 months, 9.2; at 24 months, 12.6; and at 36 months, 12.9 percentage higher for the teen admits than twenties.

SAI RTP BY RACE

RTP Rates of White SAI Cases



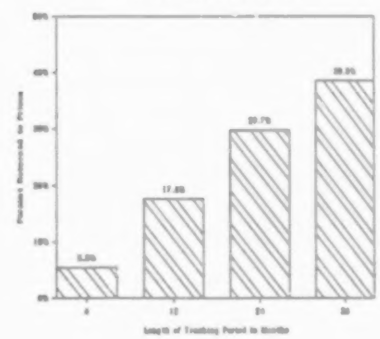
RTP Rates of Black SAI Cases



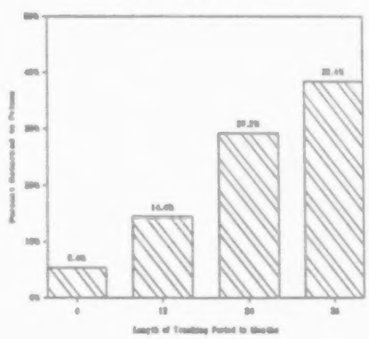
The RTP rates by race *(above)* show that black SAI offenders were reconvicted at rates slightly higher than whites for the intervals less than three years. The 36-month RTP for white SAI offenders is slightly above the rate for blacks. The range of RTP differences is from two-tenths of a percent at 6 months to nearly 4 percentage points at 36 months.

SAI RTP BY RURAL-VS-URBAN ENVIRONMENT

RTP Rates of Rural SAI Cases



RTP Rates of Urban SAI Cases



The RTP rates by rural vs. urban environment *(above)* show minimal differences except for the 12-month rate. The rural rate for the 12-month tracking period was 17.6 percent compared with 14.4 percent for the urban environment.

Appendix A: SAI Admissions & Revocations

Judicial	Admissions to Special Alternative Incarceration						Revocations from Special Alternative Incarceration					
Circuit	1984	1985	1986	1987	1988	Total	1984	1985	1986	1987	1988	Total
Alapaha	4	21	13	17	2	57	0	1	2	1	1	5
Alcovy	11	8	8	14	9	52	2	6	1	3	0	12
Appalachian	4	2	4	10	1	21	0	0	0	0	0	0
Atlanta	2	8	34	65	20	129	0	0	7	3	2	12
Atlantic	26	28	20	20	4	98	0	4	8	8	3	23
Augusta	4	3	4	8	4	23	1	1	0	1	1	4
Blue Ridge	9	8	5	7	5	34	0	1	3	1	0	5
Brunswick	9	3	4	4	8	28	0	2	5	3	1	11
Chatthoochee	4	11	31	41	6	93	0	0	1	3	5	9
Cherokee	8	5	4	9	2	31	3	5	7	4	1	20
Clayton	11	21	38	44	10	124	0	1	5	13	3	22
Cobb	0	4	31	71	20	126	0	0	1	4	2	7
Conasauga	4	6	2	14	7	33	0	1	1	1	0	3
Cordele	2	0	3	4	3	13	1	1	1	2	0	5
Coweta	6	1	3	15	4	29	0	2	2	1	0	5
Dougherty	0	5	17	22	6	50	0	0	1	6	4	11
Douglas	1	1	6	13	4	25	0	0	2	0	1	3
Dublin	6	9	7	5	3	30	0	2	2	3	0	7
Eastern	2	2	10	12	3	29	0	0	0	4	1	5
Flint	13	21	11	21	3	69	1	3	9	9	2	24
Griffin	6	8	0	1	0	15	0	3	3	1	0	7
Gwinnett	0	4	13	42	5	64	0	0	0	3	1	4
Houston	7	2	7	11	0	27	0	3	1	3	0	7
Lookout Mtn	0	0	0	2	0	2	0	0	0	0	0	0
Macon	26	16	19	42	9	112	1	4	8	11	5	29
Middle	2	3	15	16	1	37	0	0	0	2	0	2
Mountain	0	0	1	1	0	2	0	0	0	0	0	0
Northeastern	2	4	3	7	1	17	0	1	2	4	1	8
Northern	12	8	10	6	2	38	0	0	2	3	1	6
Ocmulgee	7	9	27	21	4	69	1	2	5	5	2	15
Oconee	26	18	24	22	8	98	0	5	9	9	1	24
Ogeechee	2	0	1	6	0	9	0	1	0	0	0	1
Pataula	1	4	1	6	1	13	0	1	1	2	1	5
Piedmont	5	6	12	17	11	51	0	1	1	2	0	4
Rockdale	0	0	1	3	2	6	0	0	0	0	0	0
Rome	2	1	4	5	0	12	0	0	0	1	0	1
South Ga	1	1	3	10	0	15	0	0	1	2	1	4
Southern	11	16	17	18	7	69	0	2	2	5	1	10
Southwestern	4	9	10	8	3	34	0	3	1	1	0	5
Stone Mtn	12	26	36	74	9	157	0	1	1	10	6	18
Tallapoosa	6	6	4	0	0	16	0	2	0	0	0	2
Tifton	0	0	2	5	2	9	0	0	0	0	0	0
Toombs	0	0	0	1	0	1	0	0	0	0	1	1
Waycross	5	3	10	17	10	45	0	1	4	3	1	9
Western	5	9	6	10	3	34	1	2	4	4	1	12
Total	267	319	481	767	201	2046	11	62	103	141	50	367

Note: 1988 data is through March 31, 1988.

Appendix B: SAI Population Profile

Variables	Total CY84 Regular SAI Admissions	Total CY85 Regular SAI Admissions	Total CY86 Regular SAI Admissions	Total CY87 Regular SAI Admissions	Regular SAI Admissions CY88 Jan - Mar	Current SAI Population	Historical SAI Population	Historical Revoked SAI Admissions
# in population[1]	267	319	481	767	204	194	1 to 1865	367
# of beds available	50 to 100	100	3/4-year 100 200 balance	200	200	200	50 to 200	not applicable

Profile by Race[2]

Black	97 (36%)	116 (36%)	222 (48%)	331 (43%)	106 (52%)	97 (50%)	810 (43%)	173 (48%)
White	170 (64%)	203 (63%)	259 (54%)	436 (57%)	98 (48%)	97 (50%)	1055 (57%)	191 (52%)

Profile by Age Groups

Age 17--19	114 (43%)	142 (45%)	228 (47%)	353 (46%)	69 (34%)	69 (36%)	853 (46%)	102 (28%)
Age 20--22	98 (37%)	109 (34%)	183 (38%)	299 (39%)	87 (43%)	86 (44%)	700 (38%)	184 (51%)
Age 23--25	48 (18%)	58 (18%)	63 (13%)	98 (13%)	38 (19%)	32 (16%)	270 (14%)	60 (16%)
Age 26-99	7 (2%)	10 (3%)	7 (1%)	17 (2%)	10 (2%)	7 (4%)	42 (2%)	18 (5%)
Average Age	20.6 yrs.	20.5 yrs.	20.1 yrs.	20.9 yrs.	20.3 yrs.	20.7 yrs.	20.3 yrs.	21.0 yrs.

Profile by Offense Type[3]

Property Offense	183 (69%)	214 (67%)	329 (68%)	530 (69%)	153 (75%)	148 (76%)	1291 (69%)	274 (77%)
Violent Offense	14 (5%)	21 (7%)	57 (12%)	100 (13%)	15 (7%)	14 (7%)	199 (11%)	40 (11%)
Drug Offense	43 (16%)	46 (14%)	56 (11%)	9[illegible] (12%)	26 (13%)	26 (13%)	244 (13%)	23 (6%)
Alcohol Offense	17 (6%)	25 (8%)	[illegible]7 (6%)	30 (4%)	6 (3%)	5 (3%)	80 (4%)	10 (3%)
Other Offense	9 (4%	13 (4%)	12 (2%)	20 (2%)	4 (2%)	1 (1%)	50 (2%)	9 (3%)

Profile by Type of Admission[4]

Court Commitment	185 (69%)	281 (88%)	431 (90%)	411 (54%)	59 (29%)	55 (28%)	1292 (69%)	31 (9%)
Shock Incarceration	----	38 (12%)	----	291 (38%)	134 (66%)	130 (67%)	405 (22%)	20 (5%)
Prob Partial Revocation	82 (31%)	----	50 (10%)	57 (7%)	----	4 (2%)	155 (8%)	233 (64%)
Prob Remainder Revoked	----	----	----	8 (1%)	6 (3%)	5 (3%)	13 (1%)	36 (10%)

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[1] Number in population refers to the SAI offenders housed and includes admits of December, 1983. There were 152 cases awaiting GDC's issuance of an assignment order to a SAI unit. The oldest case was received for assignment in 6/30/86. The waiting period average 5-months according to sentences on hand.

[2] The current population is divided equally racially, black and white. The percentage of black in SAI is up 13 percentage points since its inception.

[3] Burglary is the most dominant crime. Nearly half of the group will have been convicted of a burglary crime.

[4] The use of the "shock incarceration" admission type is distorting the data for type of admission.

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^NEAL PEIRCE COLUMN<
^(Advance for Sunday, November 29, 1987, and thereafter)<
^(For Peirce Clients Only)<
^By NEAL R. PEIRCE=

(1,000 words; with optional cuts, 850 words)

LETTING THE PUNISHMENT FIT THE CRIME--AND THE CRIMINAL

ATLANTA--No single gimmick, say the criminologists, will solve the problem of America's soaring prison populations. At a minimum, we're likely to find prisons gobbling up every new state and local dollar we might use for better education, non-lethal waste dumps, housing the homeless or any other good cause.

Visit Georgia, however, and you can look into a remarkable grab bag of alternatives to incarceration--the biggest set of choices in any state.

In Atlanta, they tell you about "intensive probation"--a system that steps up normal probation checks from catch-as-catch-can once or twice a month to several a week.

Alan Adams, Atlanta's intensive probation supervisor, describes the tough deal he offers young convicts who'd otherwise be on their way to the pen:

"My program is a pain in the a--. You have to hold a job. You have to be in your home by 7 p.m. seven nights a week. Perform regular community service, complete Alcoholics Anonymous or drug treatment if you need it. Pay all your fines and restitution. Be ready to have a surveillance officer check you out several times weekly. Submit to random urine tests to prove you've remained drug- and alcohol-free.

(more)

"Completing this program will be the biggest job you've ever had," Adams continues. "But if you do it, you'll be a big success--you'll have disciplined yourself, developed self-motivation, self-respect, and a history of dealing with people up-front and truthfully." The deal is so tough about one in ten convicts dismiss it out of hand, opting for real prison time. But about three-quarters successfully stay the course--a minimum of six months.

In suburban DeKalb County, I got a glimpse of Georgia's big and growing community-service program. It now involves a million hours of service time a year. Probation officer Shirley Griggs insists community service is "real punishment," a form of physical labor offenders don't want to do, a true chastisement and embarrassment.

"On the flip side," she adds, "people who complete a community-service sentence can say they've paid the society back value for value taken, and have every right to reassume their role in the community without shame."

Under Georgia's community-service program, the country's most extensive, a burglar may get groundskeeping duty. A computer programmer may be assigned to a hospital, a teacher to a library system. DeKalb County has had corporate presidents, a famous singer, professional counselors, dentists, attorneys, carpenters, and welders assigned to government agencies or nonprofits. Their sentences have ranged from 20 to 500 hours.

For flair, color and national media attention, Georgia's "shock incarceration" leads the pack. The major networks, 20/20, CBS Radio, the Washington Post, New York Times, Boston Globe, even foreign press have penetrated into deepest Georgia to watch Lt. James Combs, an ex-Army master sergeant, dress down young street toughs who are suddenly shorn of their hair, civilian clothes, and cockiness.

The scene at the Dodge Correction Facility is good theater: Combs and his colleagues, Marine boot-camp style, excoriates young men who grew up on fast food, drugs and liquor and forces them into the most rigorous discipline--hard labor digging trenches, daunting calisthenics, and the "Dodge shuffle" as they march from place to place.

(more)

Shock incarceration is being replayed at another Georgia facility, in several other Southern states, and is spreading north to such states as Michigan, New York and New Hampshire.

OPTIONAL

The young inmates, 17 to 25 years of age, never imprisoned before, seem on the surface to be chastened by their 90-day encounter, getting the point that real prison would be a living hell. Real prison is across a wire fence: Shock incarcerants told me they heard frequent taunts--"Hey, fresh meat," or "I want your body tonight."

Lt. Combs knows the role he plays: "On TV they want to see the screaming and yelling." But the real point, he says, isn't to degrade the inmate--it's to "shock him" out of his conning habits "and convince him he can get control of his life. My message is you're not a loser unless you say you are."

"Shock incarceration is marvelous," says DeKalb County Superior Court Judge Carol Hunstein. "The only problem I have is that there are not enough openings."

OPTIONAL

The enthusiasm is not universal. Elizabeth Alexander, a staffer for the American Civil Liberties Union, charges shock incarceration is "a perfect setting for someone with sadistic tendencies." But Billie Erwin, evaluator for the Georgia Corrections Department, counters that the "constant hounding" of an officer like Combs "can be seen in a way as ultimate expression of care"--the kind many young felons never knew before.

A certain paternalism does seem to pervade Georgia's approach. But who's to say that's bad--especially when contrasted to degrading, violent and now AIDS-infected prisons on the one side and carelessly bestowed probation and dismissing of crimes on the other? "The toughness," says David Jordan of the Georgia Corrections Department, "permits you to get inside the person's life and have the opportunity to do something about it."

(more)

Indeed, when you hear corrections officers such as Jordan muse over such phrases as "tough love" and "tough compassion," it's clear that what is advertised as a model for dramatic penal budget savings is_more. It also signals a rebirth of rehabilitation as a positive opportunity for all but the most dangerous offenders.

The Georgians are out selling their message of alternatives to prison as aggressively as they can. In a media campaign unprecedented for state corrections departments, they direct outreach not only to judges, but to Rotary, chamber of commerce and school groups.

Slowly, it's working. In the face of blind "lock-em-up-and-throw-away-the-key" sentiment, any state that hopes to escape the penury yoke of penal costs will have to do the same.

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^NEAL PEIRCE COLUMN<
^(Advance for Sunday, November 22, 1987, and thereafter)<
^(For Peirce Clients Only)<
^By NEAL R. PEIRCE=

(1,000 words; with optional cuts, 860 words)

NOTE to EDITORS: This is the first of two columns on Georgia's broad alternatives to imprisonment of felons. The second, for Nov. 29 release, will focus on intensive probation, community service and shock incarceration. The pieces may be used separately or together.

NO BARS OR GUNS--PUNISHING WITHOUT PRISON

GRIFFIN, Ga.--The 52 residents at the state of Georgia's "diversion center" here include young men who've committed burglaries, passed bad checks, sold drugs, forged documents, and been convicted of drunk driving.

None--so far--qualify as violent or habitual offenders. But in many states today, you'll find felons like these behind bars, thrown in with hardened convicts, subject to rape and attack, and learning how to be sinister criminals later. All at a scandalously high cost to taxpayers of $12,000 to $15,000 per prisoner a year.

Things are different at the Griffin Diversion Center. "We have no bars or guns here," says James Fletcher, the tough 38-year-old black probation officer who runs the facility.

But, adds Fletcher, "we have tight discipline--there are 62 rules here, determining a man's day from waking to sleep." Each resident knows that if he breaks the rules, or walks out through the unlocked doors, he's finished: "We'll secure a warrant for his arrest." Real prison will be the next stop.

(more)

The regimen Fletcher imposes is no picnic. Each man is up at 5:30 a.m. daily, eats breakfast, must leave his bunk and living area spotless before he heads off for a full day of work in a regular job in the community--as common laborer, plumber, mason, electrician, bricklayer, whatever job the center can find for him.

Immediately after work, he's back, takes a shower, gets supper, then must take evening classes on subjects ranging from alcohol or drug-abuse control to high-school equivalency.

Residents perform KP duty, must keep the entire center clean. On weekends they have to fulfill several hours of community service, for a local government or social-service agency. Drug and alcohol use is absolutely prohibited and the men are subject to random breath and urine tests.

The men get real pay for their outside jobs. But they have to turn their paycheck into the center, signing a contract on how it will be apportioned. First there's $45.50 a week for room and board. Then taxes, then the money they owe for court-imposed fines, restitution to victims and family support. Each man gets a $15 weekly allowance for incidentals. The rest is put into a savings fund, which he collects when he leaves.

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Ask Fletcher if it's a good idea to take a risk with convicted criminals, saving them the agony of confinement behind bars, and you get an emphatic "yes." Most of his charges, he tells you, are "confused young men." Many dropped out of school in the 6th or 7th grade and "have no concept of being part of society." The diversion center not only offers them the first clear discipline of their lives but, for many, the first time they've had three hot meals a day, sports, activities, and someone caring about them.

"Many rebel at first," says Fletcher. "But after a while, they get a little more air in the chest, look you in the eye, get a better perspective on themselves. This is often the first time they've ever successfully completed something they had responsibility for."

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With these offenders, there's a strong chance of full, early rehabilitation. Figures from Georgia's 16 diversion centers show 25 percent of the "graduates" have returned to prison over the last three years, well below the 42 percent rate for inmates released from regular prison.

And that's before you count the savings. Fletcher added up what the men in his diversion center paid last year, (including taxes, room and board, child support) and the minimum-wage value of their community service, and came up with $376,589--90.7 percent of the center's total budget. By contrast, Fletcher claims, "If a man's in a cell, not just he but his family on welfare are total tax burdens to the public."

Fletcher is confident he has a politically salable commodity: "We can tell the conservatives we're law and order, providing true punishment, and cost saving. And we can tell the liberals there's true rehabilitation taking place."

If you scratch your head, wondering how such reforms could emerge in Georgia, notorious for its chain gangs in the '30s, and until recently the heaviest sentencing and imprisoning state of the Union, don't think you're unique.

Harvard University criminologists, dispatched last spring to look at Georgia's full system of "alternatives to incarceration," arrived highly skeptical. They went away impressed by the professionalism and esprit de corps of the Georgia corrections force. Their rating helped win Georgia one of the Ford Foundation's ten coveted "innovations in government" awards for 1987.

Georgia jailers still have severe problems. The number of people they imprison has soared 53 percent, to 17,800, in the last decade; the prison-corrections budget is up 614 percent, to $207 million. Tough law-and-order stands, from the governor down to the locally elected judges, keep the convict pipeline bulging.

OPTIONAL

Georgia corrections officials showed political adeptness when a federal court ordered less crowding at the state's biggest prison. They used the opening to sell their reformist notions to a state legislature and public which--in the words of one Harvard evaluator--have "a far harsher, more primitive view of penal policy."

The result has been a set of alternatives to imprisonment that ranges from diversion centers to 90-day "shock incarceration" for first-time young offenders to intensive, round-the-clock supervision of offenders on probation.

(more)

As a result, the number of Georgia felons sentenced to prison has dropped 10 percent in four years, saving $145 million the state would have expended to incarcerate them. Georgia's imprisonment rate has dropped from first to 12th among the states and if local judges start taking fuller advantage of alternative-sentencing options, it could drop much farther.

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With states prison budgets soaring 10 percent a year, eating up resources states desperately need for schools and economic development, Georgia may be inventing in the '80s what all states will be doing in the '90s.

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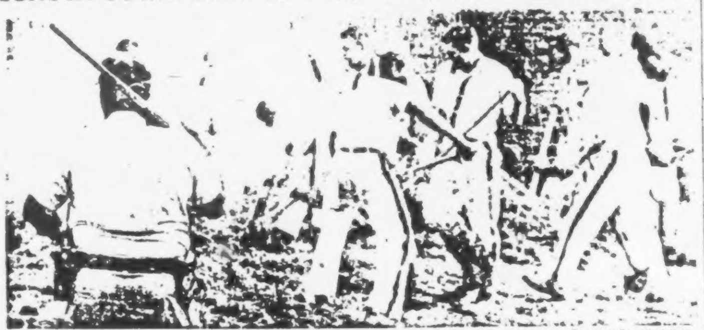
Crowded Prisons in South Lead to Tests of Other Punishments

By DUDLEY CLENDINEN

Special to The New York Times



The New York Times/Alan S. Weiner

A guard watching as young inmates in the "shock incarceration" program dig a drainage ditch at the Dodge Correctional Institution near Chester, Ga.

ATLANTA, Dec. 17 — Five young men — three burglars, an arsonist and a car thief — arrived at the Dodge Correctional Institute two hours southeast of here by car last month with long hair, designer jeans, tattoos and an attitude of independent swagger.

In short order, the swagger was gone. Their hair was shorn to a nub. Their clothes, jewelry and cigarette lighters disappeared into gray plastic bags. Stripped, showered and deloused, they were ordered into the baggy, impersonal uniforms of prison and formed a line in front of Lieut. James Combs, a former Army drill instructor at Fort Jackson, S.C.

"Hold your head up?" he barked. "Make believe you are somebodY!"

That was their welcome to a Georgia program meant to give young criminals a tough 90-day experience of prison life that they will never wish to repeat. The program, which the state describes as "shock incarceration," is one of a number of new measures being taken across the South to keep criminals out of overcrowded and increasingly expensive prisons.

Home Confinement and Work

The Southern states, which have always put a higher proportion of their population behind bars than any other region, have started programs to sentence thousands of convicts to confinement in their homes, to place hundreds in community work centers to do city or county jobs, and to impose various strict new probation standards on others. The intent is to find alternative ways of punishing people who are not considered dangerous enough to be imprisoned.

"I think when you consider where we started, there is no doubt that there have been more changes in the South than have occurred in any other region," said Morris Thigpen, Commissioner of Corrections in Mississippi, who is president of the Association of State Correctional Administrators. "We're beginning to realize that none of our states can afford to build prisons year after year after year."

The Federal courts, which first began policing state prisons in Arkansas 15 years ago, have also been an enormous force for change. "There's no doubt that litigation has played a major role in just about every one of the states," Mr. Thigpen said, citing South Carolina, Georgia, Alabama, Florida, Mississippi, Louisiana, Arkansas, Texas and Tennessee as states whose systems or individual prisons had come under Federal court orders.

The new program in Georgia was developed under Corrections Commissioner David C. Evans, who went to Nashville last month to testify before a legislative committee seeking to determine how to bring order to a prison system so crowded that a Federal judge barred new admissions.

Tennessee, like Georgia, Alabama, Mississippi and other states, is creating new prison space, but Mr. Evans said: "Our solution doesn't lie totally with more beds. We have to have other options."

The pattern of innovation has been uneven. In the overcrowded, understaffed Texas prison system, with 38,000 inmates, the homicide rate is so high that it was recently calculated that a Texan living in a prison was six times as likely to be murdered as he would be outside a prison.

But everywhere the realization is spreading that new methods are needed. "We had this idea in Texas that we could send them down there, lock them up and throw away the key," said State Representative Ray Keller, chairman of the House Law Enforcement Committee. "Now we know we have to do more."

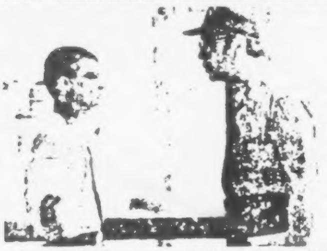
"The folks who are managing corrections systems today are basically change managers," said William Wilkey, chief of the prisons division of the National Institute of Corrections in Washington. "It's not the place to go to work if you want to maintain the status quo."

In Florida over the last two years, 7,400 convicted men and women have been sentenced to staying in their homes except when they go to their jobs or perform community service. They pay $10 a month toward administrative costs and are monitored daily to assure that they are at home when they are supposed to be. Home confinement, says David E. Lang, the program's supervisor, has helped reduce the rate of prison commitments by 180 a month.

And officials like Jack Nichols, administrator of parole and probation services in Dade County, say the supervising is tough, not token. He recalled a case from Miami last year. "I'm not saying I'm proud of this," he said. "Some kid got five years in prison for going down to the corner and getting his aunt a chicken dinner."

In a similar program in Alabama, 800 convicts live at home, commuting to their jobs and paying $10 a week to the state, plus any assigned legal costs or restitution ordered by the court. Two thousand inmates have been through the program in the last two and a half years, and 13,250 more have lived under supervision in one of 11 state-run centers, paying 25 percent of their net wages to Alabama.

Community work centers, begun in a small way in the late 1970's in Mississippi, have proved so popular that two years ago the Legislature authorized 12 more. There are now 16, in cities and towns. They house nonviolent inmates convicted of crimes like burglary or theft. The convicts work for no pay each day at city or county jobs: collecting garbage, maintaining water systems, serving as emergency medical technicians in county ambulance systems or as dispatchers in sheriffs' radio rooms. "We've got more communities applying for these than we're authorized to build," Mr. Thigpen said.



Lieut. James Combs welcoming a newly shorn inmate to the prison

'It's Got to Be Tough'

Mark D. Corrigan, director of the National Institute for Sentencing Alternatives, based at Brandeis University in Waltham, Mass., said he saw important trends emerging in the South.

Throughout the South, he said, the new programs share common characteristics. "It's got to be safe, it's got to be tough — or punitive — and it's got to be inexpensive," said Mr. Corrigan, whose institute conducts workshops for state officials. South Carolina, where the prisons are dangerously crowded, has asked the institute to help develop a statewide program of intensive probation supervision for people who would otherwise be sent to prison.

The state that led the way, Mr. Corrigan said, was Georgia, and the most common new program spreading across the South and the nation is modeled on the Georgia program of intensive supervision, begun three years ago.

Under the usual terms of probation a criminal might have two or three contacts with his probation officer each month, some by telephone, and the probation officer may have 75 or more such cases to supervise.

But under the intensive supervision policy, the officer is required to see his client face to face at least five times a week, by day and by night.

Power to Discipline and to Help

The officers work in teams of two, with a combined caseload of 25, and they have broad powers to discipline and help. "We're given authority by the courts to set a curfew, to change the hours, to order someone into drug treatment or to put them under house arrest," said Alan Adams, an intensive probation supervisor in Atlanta. "We can find these people jobs if they are at all employable."

And the probationers know that if they break probation, Mr. Adams said, they will be sent to prison. The program costs the state $4.50 a day for each client, as against $30.43 a day to keep a person in prison. The probationers pay whatever restitution the courts have ordered, as well as a probation fee of $10 a month. This year Georgia estimates that it will get $2.3 million in fees to help pay for the program.

Developed administratively, without need for financing or approval by the State Legislature, the intensive probation program is now capable each year of supervising about 2,000 of Georgia's less violent criminals, who would otherwise go to prison.

In the South, there might be a large number of criminals for whom such punishment outside of prison is appropriate, said Mr. Corrigan of Brandeis. "In Massachusetts, where we're based, we lock up about 80 people per 100,000," he said. "In Georgia, it's more like 200 per 100,000. So that suggests that there is a pool of people locked up for whom alternative sentencing is a viable solution."

The imprisonment rate is almost as high in some other Southern states. In Florida it is 242 per 100,000 and in Texas it is 226 per 100,000, according to the Bureau of Justice Statistics, an arm of the Federal Justice Department.

Intensive probation supervision is one step short of Georgia's "shock incarceration program," which is itself only a distant cousin to a privately financed program pioneered 10 years ago at Rahway State Prison in New Jersey. Criminals serving life terms there give teen-agers harsh, intimidating lectures to frighten them away from a life of crime. The New Jersey program, however, brought in youths for just one day, and participation was voluntary.

The incarceration program at Dodge is run by Lieutenant Combs, who was a master sergeant in the Army, and a former Army sergeant major, Robert L. Sharpe, a senior prison counselor. The program does not use regular inmates. Rather, it attempts to instill moral values and self-respect in the young criminals sent by the courts through a regimen of drill, discipline and hard physical work, much like military basic training.

"We let them know that this is their last chance — because it is," Lieutenant Combs said. "If they screw up here, they'll go directly to prison."

Recently, as the new inmates pulled on prison uniforms, the lieutenant picked out the smallest and made him stand at attention.

The lieutenant pointed to the main hold of the prison. "Do you know how long you'd last over there with the big boys?" he roared, his mouth inches from the wide eyes of the pale young face. "You ever been raped by a man? 'Cause that's what's going to happen to you in prison!"

Popular Option With Judges

The program's facility, separated from the main part of the prison by sharp wire fences, was built to house 50 inmates. But it has proven such a popular option with Georgia's criminal judges that it has 100 young men. A second such facility is planned.

The program is only a year and a half old. "School's out on the success of this, and will be until we have results five years or so down the road," said Mr. Sharpe, the senior counselor. "But it looks good." State officials say the recidivism rate thus far among graduates of the program is low.

"We're not Burger King," said Ray Tiburski, a prison probation officer, smiling thinly as he watched Lieutenant Combs brace the new arrivals. "They don't do it their way here. They do it our way."

Tougher Probation May Help Georgia Clear Crowded Prisons

By Kathy Sawyer
Washington Post Staff Writer

ATLANTA—Starting at dusk, surveillance officer Jerry Robinson whipped his gold, state-issue Dodge through the city's southern outskirts. Stopping at working-class clapboards, bleak housing projects and one glass-walled showplace, he talked to felons serving a new kind of sentence.

Emmanuel Love Maddox IV had pleaded guilty to beating a child; he says it was a spanking. His cut-off jeans showing legs like tree trunks, Maddox let Robinson into a cheerful little living room where a cousin's children romped and a TV set played. He had just finished a day's work as a painting subcontractor.

David Webb had shot at another driver in a traffic dispute. Robinson found Webb, now working as a roofer, watching television with assorted family members and a powder-puff Pekingese dog.

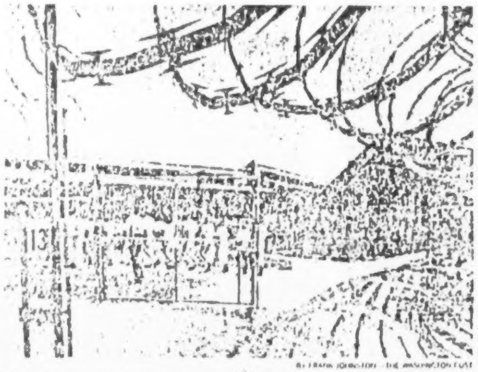
Carol Norton, 22 and eight months pregnant, had forged about $1,000 in bad checks, dropping out of school "to live the fast life, I guess." She was in her bathrobe and pajamas ready for bed, her family asleep, by the time Robinson arrived at their sprawling modern home with spotlights on the landscaped lawn. Until recently, she had worked as a temporary secretary.

Robinson's caseload totals 25 people—drug abusers, shoplifters, thieves, forgers and felony drunk drivers—in a fledgling state program known as intensive probation supervision. Their alternatives were up to five years each in prison.

A tougher variant of traditional probation, often likened to "house arrest," it is a hot item in corrections.

Prisons, expensive and crowded, are increasingly reserved for habitual criminals and the very violent. The proportion of the U.S. population in prison is at an all-time high—doubling in the last 10 years while the nation's population grew only 10.5 percent. One in 520 Americans was in prison in 1981, and yet most of those convicted of crimes live among us. Beleaguered probation agencies are charged with supervising two-thirds of all the nation's convicted offenders, many of them felons.

See PROBATION, A18, Col. 1



By FRANK JOHNSTON—THE WASHINGTON POST

Beyond razor wire, inmates are marched into Dodge Correctional Institute.

Young Felons Given 'Intense' Taste of Prison

By Kathy Sawyer
Washington Post Staff Writer

CHESTER, Ga.—One hefty young fellow came through the gate with two burglary convictions and the title of "biggest screw-up in Dublin, Ga." He lost 66 pounds in 90 days here at Dodge Correctional Institute—and he was not on a diet.

Barely men yet, the fledgling convicts arrive out of shape, cocky and thinking they can handle this program the way they have handled their previous run-ins with the law, says warden Robert Lavoie.

Then they spend three months in shock incarceration.

Dodge is a new sprawl of low, slant-roofed buildings liberally ringed with razor wire, set in an expanse of flat, sunbaked farm land about a three hours' drive south of Atlanta.

It is a state prison with a special sideline: to give convicted felons between the ages of 17 and 25 a "short, intense" taste of prison life without its permanent scars, enough to discourage them from risking a return engagement.

Under a military-style regimen and sporting Marine head shaves, inmates rise at 5:30 a.m. for chow and march out to do the most backbreaking work prison authorities can dream up.

Their blue-uniformed guards are all former military personnel. Armed with pistols and shotguns, they call out the cadence of the "Dodge Shuffle," the inmates' military march. Shouldering hoes, axes and sling blades like weapons, the inmates parade out to the blistering fields where they pick okra and butter beans for the prison kitchen or to the roadside to trim weeds or to the forest around the prison.

There they clear stumps, digging holes deeper than the inmates are tall and wrenching up the centuries-old tap roots. No power mowers or chain saws allowed.

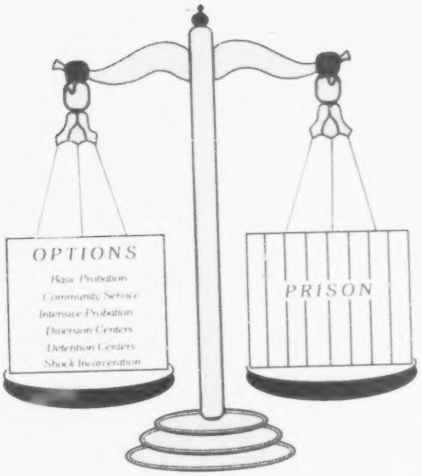
That is from dawn to 3:30 p.m. Then they march back to the gym for calisthenics.

The shock incarceration inmates are separated from the hard-timers in the prison by a fence through the prison yard. The regular inmates call out ("Hey, Sugar Britches! Hey,

See SHOCK, A18, Col. 2

A Profile of Georgia's Sentencing Options

Probation's Role In A Balanced Approach To Corrections


OPTIONS
Basic Probation
Community Service
Intensive Probation
Diversion Centers
Detention Centers
Shock Incarceration
PRISON

Georgia Department of Corrections

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Probation's Role In A Balanced Approach To Corrections

A Profile of Georgia's Sentencing Options

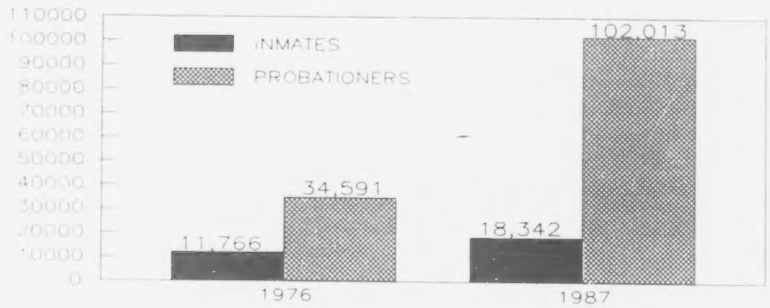
Probation's Role in A Balanced Approach to Corrections

Effective management of Georgia's corrections department involves a constant pressure to balance all areas and levels within the system. Currently, the major crisis affecting the balance of the system is prison overcrowding. This is a national problem evidenced by the fact that there are over a half million people in prisons in the United States, and new prisons are being built at half the rate at which new prisoners are being incarcerated.[1]

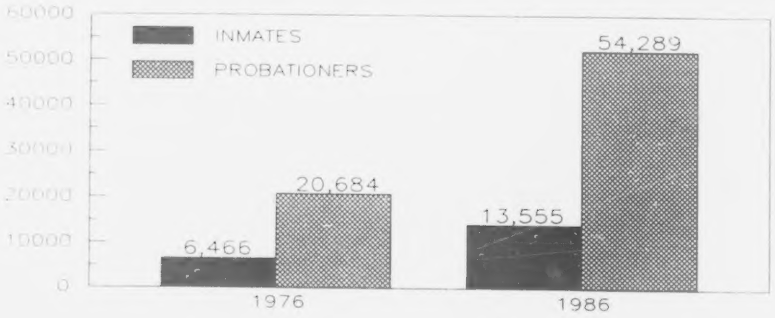
Overcrowding has been a progressive problem in Georgia since the first prison was built in 1817. Georgia experienced crisis stages with this problem in the early 70's and 80's, and is today faced with a rapidly growing offender population and limited resources. Even moderate projections for the future indicate these populations will continue to increase dramatically.

Population Increases/Annual Admissions

Increase in Offender Populations



Annual Admissions



Georgia's correction officials have reacted to this condition by taking varied approaches in an effort to handle the problem. One approach has been to seek funds to build more prison facilities. However, construction and operation costs alone are prohibitive, and create a serious need for other approaches.

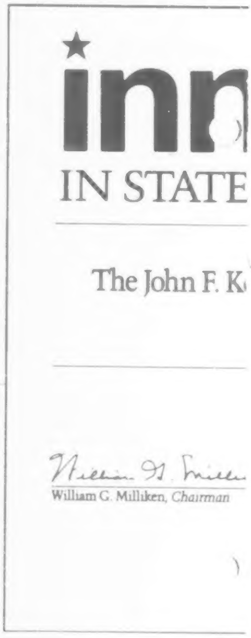
While national costs for building a prison bed range from $50,000 - $100,000, Georgia has maintained an average cost* of $32,594, with a yearly incarceration cost per prisoner at $12,592. In order to build enough prisons to house those already incarcerated nationally in overcrowded conditions, it would cost approximately $51 billion, or nearly $1,000 in taxes per typical American family.[3]

Another approach has been an attempt to reform sentencing patterns which have contributed to the problem. Many people fail to realize that the crime rate has actually leveled off in recent years, and that much of the overcrowding is a result of mandatory and stiffer sentences. However, this approach requires a lot of time and does not address the immediate need for other options.

For the most recent statistical data on Georgia's sentencing options, see pocket inserts.

Since the early 70's the state of Georgia has actively attempted to counteract the overcrowding problem through innovative approaches. They felt the problem was not only a lack of prisons, but too many offenders as well, and began to expand their abilities to effectively manage a greater and more difficult variety of offender populations. Probation's role in this effort is to "offer the widest range of punishment options short of incarceration for those offenders who can be diverted from prison with relatively little risk to the public." Their approaches have involved the expansion of basic probation and the development and implementation of a variety of alternatives to incarceration. Their actions have helped to reserve prison bedspace for the most dangerous offenders and satisfied the public's demand for both punishment and rehabilitation.

There has been continued growth and expansion of each of the alternatives since they were implemented. Georgia's innovative approaches to diversion and alternatives to incarceration programs have been nationally recognized. In 1987 the Georgia Department of Corrections received the Ford Foundation's annual award for "Innovations in State and Local Government" for its "Alternatives to Incarceration."



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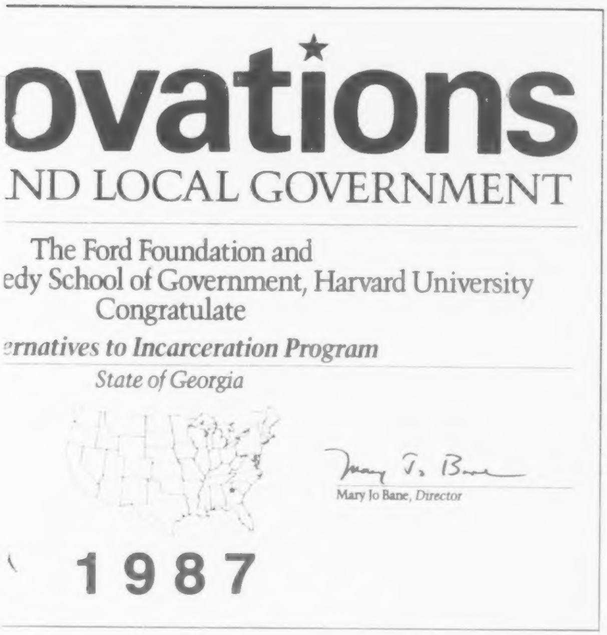
William G. Milliken, *Chairman*



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The Ford Foundation and
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Congratulate

ernatives to Incarceration Program

State of Georgia

Mary J. Bane
Mary Jo Bane, *Director*

1987

Progress, like any endeavor, comes through creativity and innovation.

Through a combined effort of judicial support and appropriate supervision, a vast majority of offenders are successfully maintained under basic probation.

Georgia's Probation Alternatives

Basic Probation

Georgia has recently been the focus of attention for its alternatives to incarceration, but it is important not to overlook the tremendous contributions basic probation supervision has made to maintaining a balanced system. Basic probation carries the majority of the burden by handling large numbers of cases with limited resources while dealing with a progressively more difficult class of probationers. About sixty percent of Georgia's probationers are felons; many are repeat offenders.

Basic field probation supervision is the cornerstone for all probation activity. Each increasingly specialized form of probation directs its efforts to stabilizing the offender so that he can be transferred to regular supervision, and then ultimately reach successful completion. Field staff provide supervision which is consistent with the public interest and safety and provide quality and timely pre-sentence investigations for the courts. They enforce the conditions of probation such as collecting court-ordered monies and fees. And they must recognize, plan for and implement special programming for identified probation populations.

An offender classification system was implemented in the early eighties in response to the need to manage greater numbers of probationers. A needs/risk assessment is used to help field staff readily determine the amount of surveillance needed, degree of treatment required and frequency of contacts necessary for effective supervision.

Available technology is being utilized to help field staff meet the growing demands and numbers involved with the system. For example, drug testing capabilities are being expanded and computer systems are gradually being installed in local offices.

Despite the large numbers and limited resources, field staff have been effective in managing offenders. The successful completion rate has remained around 87 percent for the past few years.

Community Service

Community service is a sentencing option that has been gaining growing acceptance by the courts and the community as a highly productive and effective probation tool. In Georgia, community service is used as an added condition of probation, a component in many of the other sentencing alternatives, a disciplinary step for probation violators, in lieu of fines and/or restitution, and as an alternative to incarceration, particularly for local jails.

Community service avoids the detrimental effect of imprisonment while saving taxpayers' money. Its goal is to help the offender while compensating the victim or community.

Initially there were a limited number of community service programs in Georgia. They were coordinated by local probation staff in addition to their primary duties of supervision and court services. In 1985 the Georgia legislature approved funding for ten community service coordinators who were placed in each of the ten administrative districts to implement and develop community service programs in accordance with state law. In 1987 the legislature further demonstrated its support for the program by funding 35 more coordinator positions, enabling the probation division to ensure local consistency and uniformity in each of the 45 judicial circuits in Georgia. Coordinators are responsible for program operations and development in their respective circuits. Programs are maintained in accordance with probation division policy and legal mandates.

The kinds of community service work being done across Georgia are as varied as the probationers themselves. There are over 1500 court-approved agencies in Georgia that utilize community service probationers for anything from maintenance to marine biology. Many circuits have structured work detail programs which operate on weekends, or as 40-hour week programs. Many circuits have formed construction crews made up of community service workers. These crews renovate buildings or build new facilities needed by the community.

The amount of money saved by local communities as a result of community service work projects is immeasurable. On a statewide basis, probationers collectively perform well over a million hours of work annually.

Community service promotes a work ethic approach to punishment and establishes accountability for criminal acts.

THE SALVATION ARMY
THE SALVATION ARMY

Intensive Probation Supervision

One of the most effective and recognized alternatives in Georgia is the Intensive Probation Supervision (IPS) program implemented in 1982. This program has demonstrated that serious offenders can be supervised effectively in the community. IPS is a tough form of probation which entails highly structured, rigidly monitored supervision.

The program utilizes a team supervision approach and consists of one probation officer with one to two surveillance officers per team. Caseloads range from 25-55 probationers depending on the size of the team, thus ensuring the capability of near daily contact with the probationer.

Since 1982 the program has continued to grow and expand, and almost all 45 judicial circuits in Georgia have an intensive team. In 1987 several circuits added a home confinement component to their program. This component confines the probationer to his home. Exceptions - work, treatment, and emergencies - must be approved by the intensive team. Probation fees, paid by all probationers, have made the program self-supportive.

The program is divided into two tracks - standard and home confinement. Each track is comprised of three phases of supervision, with each reflective of decreasing restrictions and program requirements. Probationers usually spend six to twelve months under IPS and, upon successful completion of the program, are transferred to regular probation supervision.

A member of the IPS team has anywhere from daily to once-a-week contact with the probationer, depending on the track and phase of the program. Generally, IPS probationers are required to be employed or a full-time student, to complete 132 hours of community service, to submit to random alcohol/drug screens, and to participate in treatment and/or counseling programs. In addition, curfews are mandatory, travel is limited, and the probationer is required to pay a fee plus other court costs.

The target population consists of nonviolent felony offenders who would normally, or have already, received a sentence of incarceration and who after screening represent no unacceptable risk to the safety of the community. These individuals are also screened to ensure they do not need a more restrictive environment or meet program criteria for other options such as diversion centers or the Special Alternative Incarceration program.

Evaluation studies of the program indicate that IPS probationers have low recidivism rates, maintain employment, and meet their financial requirements. This program has been successful in diverting large numbers of offenders from prison at a greatly reduced cost. As a probation tool it effectively combines enforcement with rehabilitation aspects which promotes a more self-sufficient probationer.

IPS is tough, but it doesn't overlook the basic needed element of human interaction.

Diversion Centers

The diversion center program provides the courts with a means of punishing the offenders for their offenses while simultaneously allowing for the provision of rehabilitative services. Through the restrictions placed on the offender, social control and surveillance of the offender's activities also can occur.

The first diversion center in Georgia was established in 1974. The number of diversion centers has continued to grow since that time, for this alternative has demonstrated it can provide an effective middle-range option for many offenders who might otherwise require long-term incarceration.

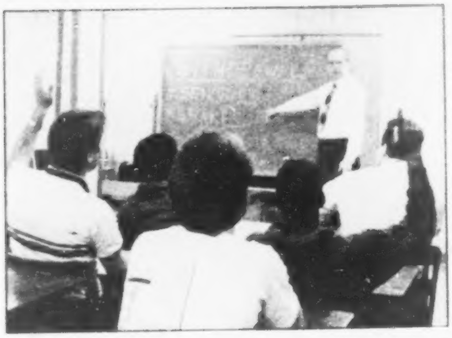
The target population primarily consists of nonviolent felony offenders, although offenders convicted of other crimes will be given secondary consideration. The offender must be in suitable physical and mental health and capable of fulfilling the responsibilities of full-time employment. The offender must also be willing to enter into a contract with the center which establishes prescribed objectives to be achieved.

The center provides 24-hour daily supervision by corrections staff. One strong element of the program is the requirement that residents maintain gainful employment which enables the offender to pay for his own room and board at the center, restitution to victims, continued financial support of dependents and payment of other court-ordered obligations. While there is still public cost involved in building and maintaining a center, the offender's required contribution helps offset this cost.

In addition to the employment requirement, residents must complete 30 to 50 hours of community service and may participate in counseling, educational and life skills programs. The average length of stay is four to five months and during this time the resident is screened for alcohol and drug abuse. When the offender successfully completes the center requirements, he is transferred to regular probation supervision.

Because of their success, diversion centers will continue to play a major role in this department's efforts to offer the courts an array of offender management alternatives.

While there is still public cost involved in building, maintenance, and rehabilitative services provided at a center, the offender's required contribution helps offset this cost.



Receipt Book

Detention Centers

A need obviously exists for minimum security, low cost facilities to house minimum risk offenders for short periods of time as a punishment option in lieu of the more costly high security prison beds. To address this need, state funding was granted in 1987-88 to build and implement detention centers.

The target population consists primarily of probation violators. Currently, these violators would have their probation revoked and they would be confined in prison.

Judges have increased the percentage of cases being probated into alternative programs in lieu of incarceration. However, while the number of admissions sentenced to prison direct from court have been reduced, the number of cases entering prison through probation revocation has increased. A significant number of these have been as a result of technical violations. Also, habitual traffic violators and offenders who have committed a nonviolent, felony offense and who have not previously been committed to state custody will be served by the detention centers.

Detainees will be confined for a period of 60-120 days. The focus of activities within the center will be work oriented. Detainees will provide non-paid labor for the community through the utilization of structured work details. Rehabilitation programming is limited to evening participation specifically geared to those areas identified as needs pertinent to the offender's criminal behavior. General counseling and casework is provided by probation staff.

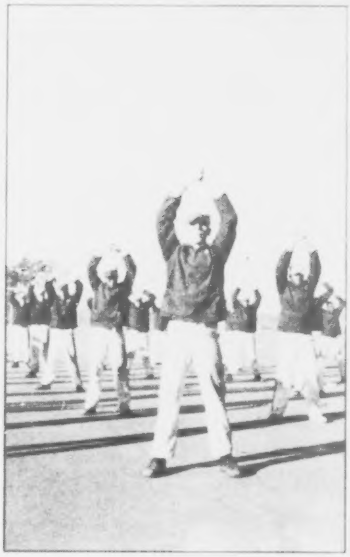
Detention centers provide a needed addition to Georgia's continuum of sentencing options by effectively managing a special population without relying on high security and more costly prisons.

While control of the offender is important, the offender's needs must still be met through the use of counseling programs.

Special Alternative Incarceration
- Shock Incarceration -

The target population for the shock incarceration program consists of male offenders 17-25 years old who have been convicted of a felony but have no previous incarceration in an adult penal institution, and have no mental or physical limitations that would prevent participation in strenuous physical activity. These offenders are felt to be in need of a short period of confinement to experience the harsh realities of prison life. The rationale for such programs is that an offender who is "shocked" by a brief prison experience will be deterred from returning to crime.

Legislative statutes established the first shock incarceration unit in Georgia in 1983. This was the first prison boot camp in the nation. This program offers the courts an alternative to long-term incarceration and serves as a rehabilitative mechanism. An initial 90-day period of confinement is followed by regular probation supervision upon a successful release from the unit. The shock units provide a very structured environment patterned after military basic training, which involves intense physical training and hard work, personal development, and allows for little idle or discretionary time. While the programs are situated in correctional institutions housing a general inmate population, SAI offenders are in probation status and are housed and maintained separately from institutional inmates.



*Self-esteem
and
sense
of worth
is a
learned
behavior*

Alternatives provide an appropriate balance of supervision, treatment, and community service for each offender.

Alternatives are . . .

- *Economically Appealing*

The state has saved the cost of housing an inmate, as well as welfare costs which may have been incurred for the support of an offender's family. Also, offenders placed in alternative programs are often employed and paying taxes.[4]

- *Socially Cost-effective*

The offender is allowed to remain in the community and avoids a break in family and community ties.

- *Rehabilitative*

Alternatives maintain some form of treatment element, such as educational development, alcohol and drug treatment, and job training, which can be rehabilitative and/or preventative in nature.

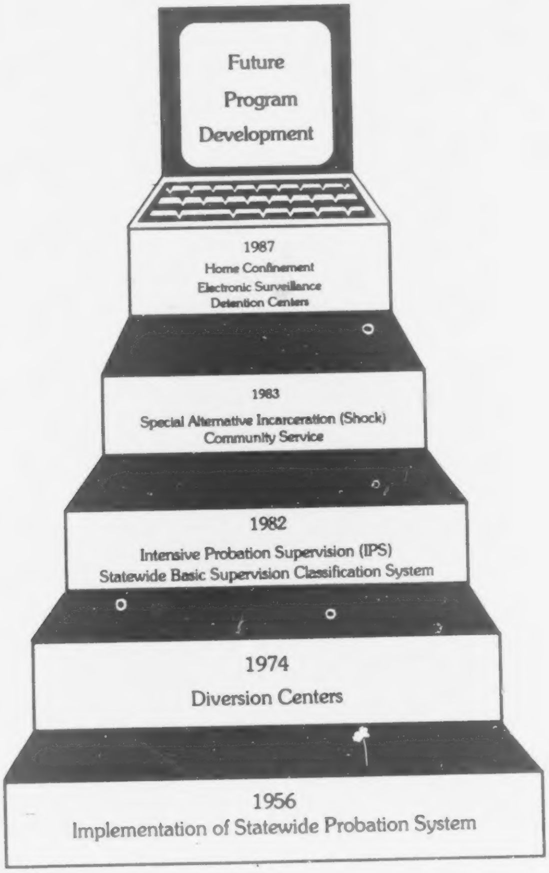
- *Tailored for Specialized Populations*

Alternatives provide a continuum of options which allow for an appropriate balance of punishment and rehabilitative services for the individual offender, and which can address the varying degrees of criminal activity.

- *Flexible*

Alternatives provide a flexibility in criminal sentencing in that they can be used at various stages throughout the criminal justice process.[5]

Progression of Georgia's Probation System


Future
Program
Development
1987
Home Confinement
Electronic Surveillance
Detention Centers
1983
Special Alternative Incarceration (Shock)
Community Service
1982
Intensive Probation Supervision (IPS)
Statewide Basic Supervision Classification System
1974
Diversion Centers
1956
Implementation of Statewide Probation System

Endnotes:

1. John Doble, *Crime and Punishment: The Public's View, The Public Agenda Foundation*, June 1987, p.31.

2. Ibid., p.37

3. Joan Petersilia, *Expanding Options for Criminal Sentencing*, The Rand Corporation, Santa Monica, CA, Nov. 1987, p. ix.

4. Ibid.

5. Ibid.

THE FLORIDA BASIC TRAINING PROGRAM

AN ADDRESS FOR THE SENATE OVERSIGHT COMMITTEE

Florida appreciates the opportunity to present our "boot camp" program, which we call the Basic Training Program.

The Basic Training Program began on October 1, 1987, as a pilot for 100 youthful offenders. In this instance, a youthful offender is an inmate who is a first offender under age 25 serving a less than ten (10) year sentence. As utilized in this program, this also would include a focus on nonviolent offenses, but there is no legal limitation on placement of any offender except those convicted of capital or life felonies.

Procedurally, the Department of Corrections screens and selects offenders sentenced to a term of years in prison who meet the eligibility criteria. This gives us the opportunity to evaluate their physical and mental health as well as to gauge their amenability for a rigorous and intensive program such as this. After initial selection, the Department initiates a letter to the sentencing judge and requests the court's approval or disapproval to place the offender in the "boot camp". By approving the offender to participate, the judge is agreeing, upon successful completion, to set aside the incarceration portion of the offenders sentence and place him on probation. Please note that Florida has almost abolished parole and that none of the offenders presently entering prison are parole-eligible and few have probation or any community supervision to follow their incarceration. We believe that community supervision to assist the offender in the transition from institution to the community is very beneficial to their post-release adjustment.

In developing the components of our program, we studied the existing programs in Oklahoma, Mississippi and especially Georgia. The physical facility within which the program is housed, was designed in accordance with the recommendations of the state of Georgia and consists of a one hundred (100) man dormitory for youthful offenders within a one thousand (1000) man compound comprised of adult offenders, many of whom are serving lengthy sentences for serious crimes. The youthful offender dormitory is isolated by means of an interior compound fence. The housing unit is strictly single-celled construction. It was our concept that an added deterrence would occur as a result of seeing and hearing the sometimes vulgar comments of long-term prisoners.

The components of the program that we decided upon were as follows:

1. Emphasize the military component. The military model is the structural framework within which all components of the program fit. By this means, we attempt to promote the development of personal discipline,

increase awareness and improve personal hygiene and self esteem.

2. Provide every inmate the opportunity to perform laborious work and by this means to contribute community service.

3. Provide a reality based counseling program. Every inmate receives an hour an twenty minutes counseling per day in a group setting. The counseling program is very structured and confrontive and is based upon a cognitive approach to deal with errors in criminal thinking.

4. Physical Training - a daily routine of calisthenics and an obstacle course are a part of the basic training. The objectives in this component are to promote physical health and well-being and to contribute to and improvement in self-esteem.

5. Substance Abuse - the abuse of alcohol and drugs is addressed as a specific component of the counseling program. Although the material being covered is cognitive-based, there is a concomitant effect from the experience of the entire counseling program which we feel enhances the treatment aspects of the substance abuse program.

The program is ninety (90) to one hundred-twenty (120) days in length, which allows an offender who does not perform at a satisfactory level for any particular day to repeat that day. Also an individual who, for instance, sprained an ankle could be held out of activities for a few days and have the opportunity to make it up within the one hundred-twenty (120) day cycle. No privileges are allowed inmates, for example, no television or radio, no telephone calls, except emergency and only limited purchasing ability in the inmate canteen. Visits are also limited as to frequency and length and are a part of the motivation to encourage successful completion of the program. Access is provided to religious programs, however, education is limited to guided individual study, due to the short period of time offenders will be in this program.

The profile of inmate participants reveals that, on the average, they are serving a three and one-half (3 1/2) year sentence, are age nineteen (19) and likely are serving their sentence for burglary, drug offenses or robbery.

Problems experienced with program implementation:

1. We have had an inability to maintain capacity.

    a. Due to releases and washouts between class cycles the normal population is about eighty (80) to eighty-five (85).

b. Subject to seasonal dropoff, which coincides with popular vacation times for the circuit judges.

c. The influence of gain time and other early release credits is a strong factor in inmates declining to participate in the program.

d. Inmates are aware that, most often, they will have no probation to follow if they serve their sentence to expiration, whereas if they go through the "boot camp" program, they must report to a probation officer when released.

e. The medical standards of selection eliminate many from eligibility.

2. The high washout rate - Our program is intended to be difficult and intensive, but not to the point that this factor alone would result in a fifty (50) per cent washout rate. There is however, a direct correlation to the current system overcrowding which results in liberal early release policies and resultant loss of a meaningful "carrot" to promote inmate participation.

3. Media Attention

   a. The program was literally mobbed by the media, especially during the first few months. This attention probably promoted an exaggerated expectation of program success, whereas we who work in the field know that there is no panacea.

   b. The highest failure rate by any platoon was one that was closely followed with extended contact by a reporter. He reported the program to be a failure.

   c. A positive side of media attention was the image of corrections as innovative and concerned with rehabilitation.

4. Detractors from the concept of military-based programming for offenders point out that it tends to make them stronger and faster. while this is certainly true, the offender also receives a strong dose of reality based counseling within an atmosphere of discipline and control, which many of them have not here-to-fore known.

If their return-to-prison rate is no higher than a matched control group who served the entirety of their sentence, then program objectives have been reached.

5. The Basic Training Program should probably be longer. This would allow an education component to be added to the program, however, this is not currently feasible in Florida as the combination of overcrowded conditions and a federal court imposed system capacity, presently resulting in the average offender serving only about thirty-three (33) per cent of their gross sentence and there being no parole.

Consideration is being given to expansion of "boot camp" in Florida, which would require legislative action to implement. This includes the possibility of expanding into a young adult category and providing an equivalent opportunity for women in a program of this type.

I would be glad to respond to any questions.

# Testimony Information
for
United States Senate
Subcommittee on Oversight of Government Management

Carl Levin, Chairman

Florida Department of Corrections
Basic Training Program (Boot Camp)
Sumter Correctional Institution
Bushnell, Florida

Richard L. Dugger, Secretary

March 1, 1990

Major Jim Tridico
Basic Training Program Director

The Florida Basic Training Program (Boot Camp) welcomes the opportunity to share its Program experiences with the Subcommittee on Oversight of Government Management.

February, 1990, marked two years and five months since the Program in Florida began. And in that month we received our 36th group of inmates.

We receive on a three week cycle and accept up to twenty-eight inmates. This enables the Program to function on a four cycle basis. Each group of inmates, which we refer to as a platoon, graduates on a Monday. Our new group arrives the following day. Taking inmates into the Program on a platoon basis lets us schedule them as a class. This is most helpful in the counseling portion of our Program.

Our Program runs seven days a week from 4:00 a.m. until 9:00 p.m. Monday through Saturday we divide the schedule.. Half of the Company participates in class-session counseling, drill and ceremony and obstacle course training. The other half of the Company works on outside labor squads in the morning. These details benefit governmental agencies and community based non-profit organizations and schools. After the noon meal the schedule reverses. Sundays schedule allows participation in religious services and for family visits.

Our Program is rigorous and well directed. The schedule is followed closely which adds to the para-military regimen. By February 22, 1990, we received 773 inmates in our Program. We dropped 44.6% of those inmates for disciplinary or medical reasons, 43.2% successfully completed the Program, 0.6% (or 5 inmates) expired their sentences before graduating. Eleven and one-half percent are still active in the Program.

Recidivism rates are traditionally the bench mark for success in Correctional programs. However, Boot Camps with shorter, shock incarceration type of sentences offer many other benefits. These include cost efficiency, bed space because of shorter than traditional sentences and the quick social repatriation of youthful offenders to the community before they adjust to prison life. This gives them the opportunity to try to be a favorable social citizen by using the skills we teach them.

Nationwide as well as worldwide, prisons have the reputation of warehousing inmates. Boot Camps deal with inmates daily on a one-to-one basis on a behavior modification premise. Because of this, inmates can improve their outlook on life. And, again, we teach them to control their behavior. This is a direct benefit of our counseling program.

Many Boot Camp programs in the nation rely heavily on counseling. Because of this, counseling fills a larger part of their day than it does in our Program. We have a high regard for counseling but it is one of four equal parts of our Program. It is streamlined to get to the core of inmate problems. As a result, the inmate uses the counseling advantage throughout the day in the other areas of the Program.

We evaluate inmates at 30-day and 60-day intervals. An additional evaluation is made by an Inmate Evaluation Team madeup of the Program Director, the Program's lieutenant, outside labor squad supervisor, both human services counselors and the classification officer. This team evaluation is done following the 30 and 60-day evaluations and deals specifically with each inmate.

We constantly check the success of our Program by routine assessment, monthly report comparisons and an "End of Cycle Questionnaire". The questionnaire is done by the inmates the morning of their graduation and is not signed. There are four areas to which the inmates respond. They are: 1) What is your favorite part of the Program?, 2) Do you feel this Program has helped you? If yes, how?, 3) Which staff members do you feel helped you the most?, and 4) Comments.

We have found that inmates removed from the Program, even after just a few days in the Program, still retain some of the qualities that are immediately instilled or redeveloped in them. Especially politeness, manners and respect for authority. So the Program does work to degrees that vary according to the amount of time inmates participate in the Program.

Our Program is designed around a series of predetermined, worthwhile goals that are achievable. Specifically, and simply, inmates progress through the program in cycles. Each cycle is about 22-days long. They are identified in that cycle by colored hats. When they arrive they are given a red hat. Then they progress to a green hat, then a blue one and finally a gold one. They all look forward to being a "Gold Hat". That means that they have nearly succeeded in the Program. Once they get to the Blue Hat stage they have transcended the half-way mark. They have invested their time in the Program and it takes on a greater meaning. Now they see the results of their efforts. Their ultimate goal is within reach and they begin to direct themselves full force toward achieving it.

The Basic Training Program has been very well received by our neighbors in the community and the citizens of Florida. Many of them have said it is about time we do something constructive with young first offenders.

We are currently a three-year pilot program that will conclude October 1, 1990. At that time our Department will make an in-depth assessment of the Programs success.

I want to make the following suggestions for consideration if the federal government decides to pursue Boot Camps within the Federal Bureau of Prisons.

Cost efficiency is best utilized by establishing Boot Camps at existing correctional facilities. This eliminates construction costs of building dining and medical facilities and utilities. It also permits inmate labor used in these areas to come from the "main unit" of the correctional facility, keeping Boot Camp inmates totally active in the program designed for them. The Boot Camp facility should, however, be physically separate from the "main unit".

Single cell housing of our Boot Camp inmates has given us positive results. At the end of the Program day inmates are locked in their individual rooms. They use this time for study, letter writing or preparing for the next day. This was a recommendation given us by the Georgia Department of Corrections when we were beginning to develop our Program.

Form your program curriculum specifically. Then ensure that the schedule is closely followed for program continuity. This also benefits the inmate by letting him know the importance of meeting a schedule.

Program inmate selection should be the province of the Bureau of Prisons. Inmates can then be selected by criteria commensurate with the design of the program. For example, inmates selected for the Florida Boot Camp must be able to endure the rigorous regimen of the para-military program.

Staff selection and training should be done during the development phase of a Boot Camp. The chief correctional officer or program director should have direct involvement in this process.

Staff rotation should be considered because of the intensity of a boot camp program. While it may not be practical to rotate staff in and out of a boot camp, staff can be given varied assignments on a pre-determined schedule.

I would be glad to respond to any questions.

Correctional Boot Camp Programs

Statement

of

J. Michael Quinlan

Director, Federal Bureau of Prisons

Before the

Senate Subcommittee on Oversight
of Government Management

March 1, 1990

Testimony of J. Michael Quinlan
Director, Federal Bureau of Prisons

Mr. Chairman and members of the Subcommittee, I appreciate the opportunity to appear before you to provide the views of the Department of Justice on the use of intermediate sanctions such as "boot camps" in the federal corrections system, and the Department's views on their use in state and local systems. Since my testimony will address not only the federal Bureau of Prisons, of which I am Director, but also the Department's position on furthering the study of "boot camps" in state and local correctional systems, I am accompanied by Clifford White, Deputy Assistant Attorney General for the Office of Justice Programs, who will be available to respond to questions regarding our work with these state and local systems.

First, it is important to clarify the terms "boot camps" and "intermediate sanctions." For purposes of this statement, the term "boot camp" is used to refer to a form of incarceration characterized by strict, military-style discipline and physical conditioning, manual labor, education, and treatment. Participants in boot camps are generally separated from the rest of the prison population during incarceration and may be subject to continuing supervision and aftercare upon release into the community. These programs are generally voluntary and participating offenders are incarcerated for shorter periods of time than their sentences potentially permit. Boot camps are programs that are typically designed for young, non-violent felons in good physical health who are facing their first criminal sentence or potential period of incarceration.

As I will explain in more detail later in my statement, the Department of Justice is currently assisting state and local criminal justice systems in undertaking a number of projects to study, demonstrate, and evaluate a variety of intermediate sanctions, including boot camps.

Intermediate sanctions, such as boot camps, are penalties that are designed to be more stringent and effective than simple probation or no sanction at all. The Department's support for continued study and demonstration of boot camps at the state and local level is predicated on the assumption that boot camps will be used as an alternative to non-incarceration, and not as a means of relieving prison crowding.

While to this extent we support the "boot camp" concept at the state and local level, we do not believe that boot camps can currently be used in the Federal Prison System. The current approach to handling minimum security offenders in the Federal Prison System already involves the use of camp facilities with a heavy emphasis on mandatory work programs, opportunities for physical fitness activities during off-duty hours, and for self-enhancement through literacy and other education programs. These traditional camp programs have proven over the years to be cost-effective and have been successful tools in managing the approximately 38 percent of our population that is properly classified for minimum security settings. Work requirements and fitness opportunities, it should be noted, are included in the regimen of all Bureau institutions.

The Department recently reviewed the boot camp concept for potential utility with Federal prisoners and concluded that, at this time and as defined previously, it does not have a place in the federal system. This conclusion was based upon a number of considerations. For instance, in contrast with the typical State offender profile, a typical Federal offender is an inmate 37 years old with a first arrest at age 24, first commitment at age 28, and an average of 6 prior arrests, 4 prior convictions, and 2 prior commitments.

Using the criteria most frequently used for placement in boot camp programs, we found that we currently have approximately 60 young nonviolent offenders who are serving their first commitment, out of the over 54,000 inmates in Bureau custody. Screening this population for medical fitness and other necessary criteria would no doubt reduce this number even further.

Although we do not believe that the boot camp concept has a place at this time in the Federal Prison System, we are currently developing a prototype Intensive Confinement program for those

Federal offenders who may benefit from it. This program will involve a very intensive, highly structured environment, while adhering to the Bureau's basic philosophy of inmate management. Intensive confinement is not a "boot camp" program, but rather is a program designed specifically for the federal inmate population described earlier.

Our Intensive Confinement concept is envisioned as a time-flexible program of from six to twelve months duration, allowing for setting specific, individualized goals for each offender, while giving staff the flexibility to create realistic programs for each participant. The weekly regimen will consist of 104 hours per week (six 16-hour days and one 8-hour day) of planned activities, with free time reduced to one half hour per day. Structured periods of physical training, education, and drug counseling will be part of each day's activities, as will facility maintenance and sanitation. Amenities such as televisions and radios would for the most part be unnecessary because of the extremely limited amount of available free time. Close staff supervision will be provided to ensure total compliance with the program requirements, but all discipline will continue to be handled in accordance with our current policy and the due process safeguards contained therein.

The unique design of the program will require identification of staff with very special communication skills that will enable them to maintain a firm but fair approach, consistent with the Bureau of Prisons' inmate management philosophy. We also will develop a training program specifically aimed at staff working in an intensive confinement setting, in order to emphasize the required concepts and skills.

This type of program will have a much greater chance for success with a strong community component to provide follow-up after release. We plan to explore the use of electronic monitoring in conjunction with house arrest, to provide a more structured release environment that will reinforce the training received at the facility. We would like to develop a supervision program jointly with the U.S. Probation Service, as well as a research instrument which will allow us to evaluate the effectiveness of the program.

Selection of the candidates for this program will be by the Bureau of Prisons from among offenders sentenced to the custody of the Attorney General. While specific criteria for admission to the program are still under consideration, our primary concern is with public safety. No candidates will be admitted if they would threaten the safety of the community. Additionally, a qualified offender will be required to consent in writing to inclusion in the program.

Finally, the delegation of release authority, must be firmly established, but only upon successful completion of the program. This will ensure that the motivation for participation is commensurate with the effort that will be required. The development of release options will require close coordination within other components of the Department of Justice, the judiciary, including Federal Probation, and of course, the Sentencing Commission.

At this point, I would like to provide more detail on efforts of the Department of Justice to further the progress now being made by the states in developing new intermediate sanctions, including "boot camps" narrowly defined. These developments have been a focus of recent attention by the Office of Justice Programs (OJP). A component within the Department of Justice, OJP has responsibility to assist state and local criminal justice systems through research and carefully evaluated demonstration projects that show promise for replication nationwide. As part of OJP's increased emphasis on drug control, numerous projects have been undertaken to study, demonstrate, and evaluate a variety of intermediate sanctions.

As indicated earlier, the term "intermediate sanctions" may be defined simply as the range of penalties short of incarceration that are more stringent and effective than simple probation or no sanction at all. Among the more popular intermediate sanctions under study is shock incarceration, particularly boot camps for youthful, non-violent offenders.

As noted in the President's first National Drug Control Strategy, "[i]n many jurisdictions, the choice of criminal sanctions is between prison or nothing at all." As states seek to expand the criminal justice net as a means of controlling both the supply of and demand for illicit narcotics, this choice becomes all the more unsatisfactory. Prison crowding has often led to the release of drug offenders on probation or parole. The Administration believes this practice disserves the primary criminal justice goal of protecting the public and sends the wrong message to offenders, especially those youths whose lives may still be subject to redirection.

States are increasingly playing their proper role as the great "laboratories of democracy," as they experiment with a broader menu of sentencing options. Although intermediate sanctions hold much promise for dealing with both drug and non-drug offenders, they are now a primary focus of attention for those convicted of drug-related crimes. An important aim of these sanctions, as described in the President's Strategy, is to create "a flexible, high volume processing system for a range of drug offenders, one that is swift is certain, and carefully linked to drug treatment and testing."

The success of boot camps, and our support for them, comes from their use as alternatives to probation, parole, or outright release, and not as alternatives to prison. A study by the Justice Department's Bureau of Justice Statistics found that 95 percent of state prisoners were either violent offenders or recidivists. A majority of the other five percent were either burglars or drug traffickers. Clearly, most offenders sentenced to prison should be placed there to enhance the public safety.

Prison crowding has added strains throughout the nation's criminal justice systems. More than three million offenders are now under community supervision, and probation caseloads in major cities are increasing more rapidly than are prison and jail populations, leading in some instances to one officer being responsible for monitoring up to 200 offenders. Hence, there is increasing demand for a broader range of sentencing options.

At least fourteen states have implemented boot camp programs for youthful, non-violent offenders. Early research indicates that many correctional administrators and staff affiliated with them support boot camp programs.

Among the many potential advantages of a well designed boot camp program are the following:

-- Alternatives to probation or release. Boot camps represent an innovative intermediate sanction for offenders who pose risks too high for probation or release. This sanction also reinforces notions of "user accountability."

-- Enhanced public safety through incapacitation. Offenders in boot camps are in fact incarcerated for short periods of time, preventing an immediate threat or opportunity for continued drug abuse.

-- Deterrence and punishment. The rigors of boot camps, such as discipline, the appearance of punishment, and the threat of more serious sanctions for those who "wash out" of the programs may provide a deterrent to recurrent drug abuse and future criminal activity.

-- Rehabilitation and treatment. The system of discipline and structured rewards demonstrates the relationship between wrongful behavior and undesired consequences. The curriculum typically includes structured physical drills, life skills improvement, self-esteem enhancement, educational and vocational training, personal hygiene improvement, and substance abuse treatment.

-- Costs and implementation advantages. Boot camps may utilize surplus property and may entail relatively short start-up time requirements. While costs are dependent upon design and operational features, and while boot camps will necessarily be more expensive than probation or release, they offer potential cost savings over prisons and jails. Furthermore, they may encounter less community resistance because they present diminished public risks.

In summary, the Department of Justice believes the potential promise of the boot camp intermediate sanction option is significant. We know that, like prisons, boot camps do work in accomplishing certain goals, including the promotion of perceived punishment among offenders and the public, and the important goal of serving public safety by removing the offender from the streets for a period of time. Whether boot camps will have more long-term and lasting effects on the future behavior of youthful, non-violent offenders may depend upon a number of variables and has yet to be determined. Interestingly, the answer to this important question of which punishments will achieve such results seems to have eluded criminal justice experts for decades.

Given the popularity of boot camps and their attractiveness for coping with a variety of demands on the criminal justice system, OJP has undertaken a number of initiatives to explore the effectiveness of these intermediate sanctions. Demonstration grants to states to assess their programs have been awarded and significant new investment in this area from discretionary funds will be made during the current fiscal year. Building upon an overview of existing programs already sponsored by OJP, more intensive evaluation projects are now being conducted and will be augmented this year. In addition, we hope that states will seriously consider use of their drug control block grants from OJP, which virtually tripled over the past year, to promote various intermediate sanctions, including boot camps.

The states are to be commended for developing innovative intermediate sanctions. Although boot camps may not be appropriate for the existing Federal inmate population, the Federal Government will continue to assist states and localities in enhancing innovation, to promote sharing of information about these programs among the states, and to conduct multi-state evaluations that will be of use to criminal justice policy-makers at all levels of government.

This concludes my formal statement, Mr. Chairman, and I would be pleased to answer any questions you or your colleagues may have about our Intensive Confinement proposal in the Federal Prison System. Mr. White is available to address questions about OJP's work with state and local authorities in the area of boot camps.

UNITED STATES SENATE

COMMITTEE ON GOVERNMENTAL AFFAIRS

SUBCOMMITTEE ON OVERSIGHT OF GOVERNMENT MANAGEMENT

TESTIMONY ON
BOOT CAMP PRISONS

MARCH 1, 1990

WRITTEN STATEMENT OF

DORIS LAYTON MACKENZIE, PH.D.

VISITING SCIENTIST
NATIONAL INSTITUTE OF JUSTICE
U.S. DEPARTMENT OF JUSTICE
AND
ASSOCIATE PROFESSOR
LOUISIANA STATE UNIVERSITY

Thank you for the invitation to address this committee. I am an Associate Professor at the Louisiana State University and currently a Visiting Scientist at the National Institute of Justice, U.S. Department of Justice.[1] For the last few years I have been director of two studies of shock incarceration programs or "boot camp" prisons, as they are commonly called. One study is an intensive evaluation of the boot camp program in Louisiana. The second is a multi-site study examining the programs in seven states. In this capacity I have had the opportunity to visit six programs in different states. Additionally, in the process of selecting sites for the multi-site study, we have surveyed all state jurisdictions to gain information about shock incarceration programs throughout the United States.[2]

Shock incarceration is a relatively new alternative to a standard prison sentence for convicted offenders. It involves a short period of time in prison, approximately 3 to 6 months, in a military-style boot-camp atmosphere emphasizing strict discipline, drill and ceremony, physical exercise and physical labor. Offenders who successfully complete the program are subsequently placed under community supervision.[3]

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[1] Opinions expressed in this testimony are those of the author and not necessarily those of the U.S. Department of Justice.

[2] See MacKenzie, D.L. and Ballow, D.B. 1989. "Shock incarceration programs in state correctional jurisdictions -- An update." NIJ Reports, National Institute of Justice: Washington, DC.

Correctional programs involving a short period of incarceration before community supervision have been in existence in the U.S. for some time. Programs such as shock probation, split sentencing, shock parole or early release involve short periods of incarceration prior to supervision in the community. The major differences between these programs and shock incarceration is the boot camp atmosphere of the shock incarceration programs and the separation of participants from other inmates.

There are enthusiastic advocates of the programs and, conversely there are equally enthusiastic opponents.[4] Some say the programs have the potential for being rehabilitative,[5] others reject this possibility. We see two factors influencing opinions

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[3] See Parent, D. 1989. "Shock incarceration: An overview of existing programs." National Institute of Justice: Washington, DC. for a description of programs implemented before 1988.

[4] Morash, M. and L. Rucker. In press. "A critical look at the idea of boot camp as a correctional reform." Forthcoming in *Journal of Crime and Justice*.
Sechrest, D.K. 1989. "Prison 'boot camps' do not measure up." *Federal Probation*, *LIII*.

[5] MacKenzie, D.L., L.A. Gould, L.M. Riechers, J.W. Shaw. 1990, In press. "Shock incarceration: Rehabilitation or retribution?" *Journal of Offender Counseling, Services & Rehabilitation*.

ABOUT THE PROGRAM: (1) KNOWLEDGE AND (2) PHILOSOPHY. ADVOCATES AND OPPONENTS FREQUENTLY HAVE A LACK OF KNOWLEDGE ABOUT THE SPECIFIC COMPONENTS OF THE PROGRAMS AND CURRENT EVALUATION EFFORTS.

SECOND, SOME ISSUES DISCUSSED ARE EMPIRICAL WHILE OTHERS ARE PHILOSOPHICAL. FREQUENTLY THE TWO ARE NOT SEPARATED IN DEBATES ABOUT THE SHOCK PROGRAMS (SEE, FOR INSTANCE MORASH AND RUCKER, IN PRESS). WOULD OFFENDERS RATHER SPEND TIME IN A SHOCK PROGRAM OR IN A REGULAR PRISON? ARE SHOCK PROGRAMS COST EFFECTIVE? DO SHOCK PROGRAMS WIDEN-THE-NET? ARE THERE SUFFICIENT NUMBERS OF APPROPRIATE CANDIDATES FOR SHOCK WHO ARE NOW INCARCERATED? THESE ARE EXAMPLES OF QUESTIONS THAT CAN AND SHOULD BE EXAMINED WITH EMPIRICAL RESEARCH. OTHER ISSUES ARE PHILOSOPHICAL. FOR EXAMPLE WHETHER SHOCK PROGRAMS FULFILL THE "REAL" PURPOSE OF CORRECTIONS. WE CAN DISCUSS THE PURPOSE OF CORRECTIONS BUT IT CAN NOT BE EMPIRICALLY EXAMINED. SUCH PHILOSOPHICAL QUESTIONS CAN NOT BE ADDRESSED THROUGH RESEARCH.

THE MAJORITY OF SHOCK PROGRAMS ARE DESIGNED FOR, BUT NOT NECESSARILY LIMITED TO, YOUNG, NONVIOLENT OFFENDERS, SERVING TIME ON THEIR FIRST FELONY INCARCERATION. OTHER THAN THESE CHARACTERISTICS THE SHOCK PROGRAMS DIFFER SUBSTANTIALLY. IN PARTICULAR THEY DIFFER IN WHO IS RESPONSIBLE FOR PLACING OFFENDERS IN THE PROGRAM, VOLUNTARY ENTRY OR DROPOUT, LOCATION OF THE PROGRAM, AND RELEASE SUPERVISION. PROGRAMS ALSO DIFFER GREATLY IN THE NUMBER

OF HOURS DEVOTED TO PHYSICAL TRAINING, DRILL, WORK, EDUCATION OR COUNSELING. IT IS IMPORTANT TO UNDERSTAND THAT OFFENDERS IN THESE PROGRAMS FREQUENTLY SPEND MORE TIME IN REHABILITATIVE-TYPE ACTIVITIES (E.G., COUNSELING OR EDUCATION) THAN THEY WOULD IF THEY WERE IN A REGULAR PRISON.

OVERALL THE PICTURE THAT ARISES IN REGARD TO THESE PROGRAMS IS A COMMON CORE BASED ON THE MILITARY ATMOSPHERE, DISCIPLINE, YOUTHFUL OFFENDERS, AND AN ALTERNATIVE TO LONG TERM INCARCERATION, BUT HERE THE COMMONALITY ENDS. THE DIFFERENCES THAT DO EXIST IN PROGRAMS MIGHT BE EXPECTED TO CONTRIBUTE TO DIFFERENCES IN REDUCING CROWDING, AND CHANGING OFFENDERS; THE TWO MAJOR GOALS OF MOST PROGRAMS. I WOULD LIKE TO TAKE THE OPPORTUNITY TO DISCUSS EACH OF THESE GOALS, IN TURN, AND TO GIVE YOU MY OPINION ABOUT WHAT I THINK WE KNOW REGARDING BOOT CAMP PRISONS AND THEIR POTENTIAL FOR MEETING THESE TWO GOALS.

THE DIRECT WAY OF REDUCING PRISON CROWDING REQUIRES: (1) A SUFFICIENT NUMBER OF ELIGIBLE INMATES; (2) A LARGE ENOUGH NUMBER OF OFFENDERS COMPLETING THE PROGRAM; (3) A TRUE REDUCTION IN THE LENGTH OF TIME OFFENDERS SPEND IN PRISON, AND (4) OFFENDER PARTICIPANTS WHO ARE DRAWN FROM THOSE WHO WOULD NORMALLY BE INCARCERATED NOT THOSE WHO WOULD NORMALLY BE SENTENCED TO PROBATION (OR NO NETWIDENING).

ANY JURISDICTION CONTEMPLATING THE DEVELOPMENT OF A SHOCK INCARCERATION PROGRAM WITH THE GOAL OF REDUCING CROWDING IN

PRISONS SHOULD EXAMINE THEIR POPULATION TO DETERMINE WHETHER THERE ARE ENOUGH ELIGIBLE OFFENDERS WHO WOULD, UNDER OTHER CONDITIONS, SPEND A LONGER PERIOD OF TIME IN PRISON. THE SELECTION OF CANDIDATES AND THE RETENTION OF INMATES IN THE PROGRAM MUST ALSO BE CONSIDERED TO INSURE THAT AN ADEQUATE NUMBER WILL COMPLETE THE PROGRAM AND BE RELEASED EARLIER THAN WOULD USUALLY BE THE CASE. IN MY OPINION WE NOW KNOW SOME OF THE PROBLEMS THAT MAY ARISE IN DEVELOPING SHORT-TERM INCARCERATION PROGRAMS THAT WILL HAVE AN IMPACT ON CROWDING. IN OTHER WORDS WE KNOW WHAT MUST BE DONE IF WE ARE TO HAVE A DIRECT IMPACT ON CROWDING.

WHETHER POLICY MAKERS AND THE PUBLIC WANT TO DO THIS IS ANOTHER QUESTION. WHO ARE WE WILLING TO RELEASE EARLY AND ARE THERE ENOUGH OF THESE KINDS OF OFFENDERS GOING TO PRISON? IS IT REASONABLE TO ALLOW OFFENDERS THE OPTION OF A SHORT BUT DIFFICULT TIME IN PRISON IN EXCHANGE FOR A LONGER BUT EASIER TERM? THESE ARE QUESTIONS THAT SHOULD BE ADDRESSED BEFORE A PROGRAM IS INITIATED.

THE LESS DIRECT WAY OF REDUCING CROWDING REQUIRES CHANGING OFFENDERS EITHER THROUGH REHABILITATION OR DETERRENCE SO THAT THEY COMMIT FEWER CRIMES UPON RELEASE FROM PRISON. THUS, EVENTUALLY THE NUMBER OF OFFENDERS WOULD BE REDUCED AND, THEREFORE FEWER INDIVIDUALS WOULD BE SENTENCED TO PRISON. THIS LEADS US TO THE SECOND MAJOR GOAL OF THESE SHOCK PROGRAMS -- CHANGING THE OFFENDERS.

First, let me address the issue of changing offenders and the possible influence on reducing crowding. To my knowledge no research I have seen suggests that we can count on this indirect method of reducing crowding within any reasonable time frame; any effect on crowding will be a long way off.

The goal of changing offenders is usually interpreted to mean first, a reduction in criminal activities (e.g., recidivism) and second, an increase in positive behaviors (skill in daily living, good work habits, etc.).

I have seen no strong research evidence that the recidivism of offenders completing shock incarceration programs is reduced. They appear to be arrested and/or returned to prison at about the same rate as those who spend longer terms in prison.[6] However, New York reports that the shock graduates may be returned more often for technical violations while a comparison group was revoked for new crimes. At this point the interpretation of

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[6] New York STate Department of Correctional Services. 1989. *The Second Annual Report to the Legislature: Shock Incarceration in New York State*. Unpublished report by the Division of Program Planning, Research and Evaluation.

Florida Department of Corrections. 1989. *Boot Camp Evaluation* and *Boot Camp Recommitment Rate*. Unpublished report by the Bureau of Planning, Research & Statistics.

MacKenzie, D.L. 1989. *The Parole Performance of Offenders Released from Shock Incarceration (Boot Camp Prisons): A Survival Time Analysis*. Paper presented at the American Probation and Parole Associations 14 Annual Training Institute, Milwaukee, Wisconsin.

THESE RESULTS IS DIFFICULT.

SOME INTERPRET THE RESULTS OF STUDIES TO MEAN THAT THE PROGRAMS DO NOT WORK. OTHERS SAY THAT THEIR JURISDICTIONS HAVE SAVED MONEY BY SHORTENING THE TIME SERVED IN PRISON WITHOUT CONCURRENTLY INCREASING THE RECIDIVISM RATES OF RELEASEES.

THERE IS SOME EVIDENCE THAT THE PROGRAMS HAVE HAD SOME POSITIVE INFLUENCES.[7] OFFENDERS WHO COMPLETE THE PROGRAM MAY HAVE MORE POSITIVE SOCIAL ATTITUDES, AND UPON RELEASE THEY MAY BECOME INVOLVED IN MORE POSITIVE SOCIAL ACTIVITIES (SUCH AS WORK, OR DRUG TREATMENT). THE NEW CRIMES VERSUS TECHNICAL VIOLATIONS MAY ALSO INDICATE AN IMPORTANT DIFFERENCE IN THE BEHAVIOR OF SHOCK PAROLEES VERSUS OTHERS.

ON THE BASIS OF EARLY RESEARCH RESULTS, VISITS TO PROGRAMS, INTERVIEWS WITH STAFF AND INMATES, AND REVIEWS OF RELATED RESEARCH, I OFFER THESE SPECULATIONS REGARDING THE POTENTIAL OF THESE PROGRAMS.

FIRST, WE DO NOT KNOW HOW EFFECTIVE THESE PROGRAMS CAN BE. THERE IS SOME EVIDENCE THAT OFFENDERS CHANGE IN A POSITIVE WAY DURING THE INCARCERATION PHASE. ADDITIONALLY, THOSE WHO ARE NOT READY TO CHANGE MAY DROP OUT OF THE PROGRAM. THE DIFFICULTY OF RETURNING TO THE HOME ENVIRONMENT MAY PRESENT SUCH OVERWHELMING

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[7] MACKENZIE, D.L. AND J.W. SHAW. 1990. "INMATE ADJUSTMENT AND CHANGE DURING SHOCK INCARCERATION: THE IMPACT OF CORRECTIONAL BOOT CAMP PROGRAMS. FORTHCOMING IN JUSTICE QUARTERLY.

DIFFICULTIES THAT POSITIVE CHANGES MADE DURING THE INCARCERATION PHASE CAN NOT BE SUSTAINED. NEW YORK HAS IDENTIFIED THIS AS A POSSIBLE PROBLEM AND HAS DEVELOPED AN AFTER SHOCK PROGRAM TO HELP OFFENDERS DURING THE TIME THEY ARE SUPERVISED IN THE COMMUNITY.

WE KNOW LITTLE ABOUT HOW EFFECTIVE THE PHYSICAL TRAINING AND DRILL ARE FOR THESE OFFENDERS. THERE IS LITTLE RESEARCH TO SUGGEST THAT THESE ACTIVITIES ALONE WILL HAVE A MAJOR INFLUENCE IN CHANGING THE BEHAVIOR OF OFFENDERS IF THE PROGRAMS DO NOT INCORPORATE OTHER ASPECTS LIKE EDUCATION, COUNSELING, OR DRUG TREATMENT.

PHYSICAL TRAINING, DRILL, HARD LABOR AND THE BOOT CAMP REGIME MAY BE IMPORTANT IN SEVERAL WAYS. FIRST, AS REPORTED BY OFFENDERS WHO ARE NEAR THE END OF THEIR TIME IN SHOCK INCARCERATION, THESE ACTIVITIES RESULT IN THEM "GETTING FREE" OF DRUGS AND BECOMING PHYSICALLY FIT. THEY ALSO MENTION THE ADVANTAGE OF LEARNING TO GET UP IN THE MORNING, AND BEING ACTIVE ALL DAY.

ANOTHER ADVANTAGE OF THESE ACTIVITIES MAY BE THE RADICAL CHANGE THEY PRODUCE IN THE EVERYDAY PATTERN OF LIVING THAT RESULTS IN SHAKING UP THE OFFENDERS -- CREATING STRESS. AT THIS TIME THEY MAY BE PARTICULARLY SUSCEPTIBLE TO OUTSIDE INFLUENCES. AN EXCELLENT TIME TO HAVE AN IMPACT ON THEM, MAKING THEM REEVALUATE THEIR LIVES AND CHANGING THEIR THINKING AND BEHAVIOR.

IT IS IMPORTANT TO NOTE THAT MOST OF THESE PROGRAMS ARE NOT ONLY A TIME OF "PUNISHMENT" WITH HARD LABOR AND EXERCISE. IN

ALMOST ALL SHOCK INCARCERATION PROGRAMS, OFFENDERS IN THE PROGRAM RECEIVE MORE TREATMENT (COUNSELING, OR EDUCATIONAL ACTIVITIES) THAN THEY WOULD IF THEY WERE IN THE GENERAL PRISON POPULATION. PAROLEES WHO HAVE COMPLETED THE PROGRAM ARE GENERALLY MUCH MORE POSITIVE ABOUT THEIR EXPERIENCES THAN ARE THOSE WHO ARE RELEASED FROM A REGULAR PRISON. ONE QUESTION IS WHETHER THE BOOT CAMP ATMOSPHERE ENHANCES THE EFFECT OF TREATMENT OR WHETHER AN INTENSIVE TREATMENT PROGRAM ALONE WOULD HAVE THE SAME EFFECT.

IT IS TOO EARLY TO TELL HOW SUCCESSFUL SHOCK INCARCERATION PROGRAMS ARE IN MEETING THEIR OBJECTIVES. DIFFERENCES AMONG PROGRAMS COULD BE IMPORTANT FACTORS IN THEIR SUCCESS OR LACK OF SUCCESS. CERTAINLY, A LARGER AMOUNT OF EMPIRICAL DATA IS NEEDED BEFORE WE CAN TELL WHETHER THE INITIAL ENTHUSIASTIC ACCEPTANCE OF THESE PROGRAMS IS WARRANTED.

WITH THIS IN MIND I THINK WE CAN MAKE SOME INITIAL STATEMENTS ABOUT SHOCK INCARCERATION:

o PROGRAMS VARY GREATLY AND ANY EVALUATION MUST BEGIN WITH A DESCRIPTION OF THE PROGRAMS;

o PROGRAMS DIFFER SUBSTANTIALLY IN THE AMOUNT OF TIME OFFENDERS SPEND IN REHABILITATION ACTIVITIES;

o THERE ARE WAYS TO DEVELOP SHOCK INCARCERATION PROGRAMS TO HAVE AN IMPACT ON PRISON CROWDING;

- REDUCED CROWDING AND THE ASSOCIATED COST SAVINGS IS DUE TO THE SHORTER TIME THE OFFENDERS SERVE IN PRISON;
- THE RESULTS ARE MIXED ON THE EFFECTIVENESS OF THESE PROGRAMS IN CHANGING OFFENDERS BUT THERE IS SOME EVIDENCE
- THAT THE EXPERIENCE MAY BE MORE POSITIVE THAN REGULAR PRISON;
- SUCCESS MAY BE CONTINGENT UPON THE EMPHASIS ON REHABILITATION ACTIVITIES DURING INCARCERATION, AND
- THE AFTER CARE DURING COMMUNITY SUPERVISION.

IN SUMMARY, HAVE WE FOUND THE SOLUTION TO OUR PROBLEMS OF CROWDED PRISONS, AND DRUGS AND CRIME? DEFINITELY NOT! ARE THERE SOME HOPEFUL SIGNS INDICATING THAT WE SHOULD FURTHER EXPLORE THE "BOOT CAMP" PRISON CONCEPT? YES, I THINK THERE ARE.

February 23, 1990

Prepared Statement for the Subcommittee on Oversight of Government Management, United States Senate

Merry Morash, Professor, School of Criminal Justice, Michigan State University, E. Lansing, MI.

BOOT CAMP AS A CORRECTIONAL REFORM

As one looks back at a series of correctional reforms in the United States, a striking feature is the tendency to quickly adopt fairly simple program solutions to the very complex set of problems that bring people into prison settings, and to see these programs spread as part of a fad. In fact, in the 1800s, a major reform was the move away from solitary confinement to a "military regime" in the prison setting; and in the Progressive Era a major reform included the use of military organization and calisthenic exercises. More recently, reforms have included diversion programs throughout the 1970s, and "scared straight" types of programs that expose first time offenders to blunt conversations with hard core offenders about the negative aspects of prison life. The pattern of policy change has often been one of quick investment in a new approach, followed by a decade during which social critics or criminologists expose the fact that the reform does not work as expected. This pattern is costly in terms of the loss of productive lives for offenders, and costly in terms of the financial and human investment in a questionable reform effort.

A basic concern with the cost of correctional reform that subsequently fails spurred the research that is described in a recent article: "A Critical Look at the Idea of Boot Camp as a

Correctional Reform" (Crime and Delinquency, April, 1990). My comments will summarize the basic arguments in that article, which is attached. These arguments are based on a thorough review of what we know about crime causation, correctional programs, and the boot camp model as used in military settings. The main focus is on the elements of the boot camp approach that parallel a military model, specifically the emphasis on respect for and obedience to authority, the use of hard labor and physical fitness activities as a main component of both treatment and punishment, a high degree of structure in daily regimes, and an orientation towards pushing people to their limit through techniques such as extended physical activity and humiliation. It is recognized that some correctional boot camp programs include other elements, and that one of the arguments for using the boot camp approach is that the military model is acceptably punitive to the public, and thus allows the delivery of education and counseling. This argument can be challenged on the basis that the correctional boot camp model can have important negative effects that must be taken into account.

What Do We Know About Military Boot Camps?

The purpose of military boot camp is to develop a "fighter spirit," to socialize recruits into an environment marked by acceptance of hierarchy and reverence for certain traditions, and to develop a sense of "brotherhood". There is psychological research showing that the military boot camp experience is successful in promoting "aggressive, impulsive and energetic" personality profiles, callous attitudes, a lack of concern for others, feelings of self importance, and a tendency to deny responsibility for interpersonal conflicts. These clearly are not the attitudes that we want to encourage in offenders.

Moreover, the military for the past two decades has been involved in the examination and reform of its own boot camp approach. Special commissions and studies have found that pressure to the extent that it produces high dropout, the creation of contrived stress, unpredictability, a "we-vs.-they" attitude in recruit/leadership relationships, and arbitrary exercise of authority are counterproductive in that they do not promote healthy self esteem and they do increase the potential for abuse of recruits. Positive effects of the military experience have been found to rest heavily on recruits' sense that they are being prepared for a permanent job and position in the military environment; and more generally positive effects of physical training on self esteem occur in a supportive and tolerant atmosphere.

What Do We Know About Crime Causation and Control

For the types of individuals being sent to correctional boot camps, that is the economically motivated offender, it is becoming increasingly clear that major changes in our economy and neighborhoods contribute to the pattern of crime. The shift in jobs for the unskilled to the south or overseas, a decreasing role for the unskilled as we move towards a service economy, the growth of an "informal" economy that avoids regulation, and decreasing investment in social services at the community level have left many neighborhoods as places where almost nobody has a legitimate job, and robbery, drug dealing, and theft are the most viable options for survival. These social and economic changes have had particularly devastating effects on black communities, though they are not exclusive to black communities. To try to treat this problem with a program that contains elements of forced labor and early wake up calls seems naive at best.

Moreover, there is no social science theory that suggests that the types of "training" that are unique to the correctional boot camp approach would have a positive effect. In fact, social learning theory, which is particularly well supported by empirical evidence, suggests that the an authoritarian and punitively aggressive model promotes the learning of aggressive behavior. Both the military model of boot camp and the correctional adaptation seem to promote a very limited image of what it is to "be a man", with the focus on being tough, not focused on feelings, and physically fit. While this image often is accepted by offenders, it is hardly the one that we would expect to promote a cessation of crime.

There is a small amount of well designed research on correctional programs. This research indicates that programs that work connect people to real jobs and a reasonable income. The difficulty in corrections is that by the time many offenders reach adult status, they manifest major educational deficits and the many personal problems that result from growing up in extreme urban poverty. The required investment of resources to adequately prepare them for jobs, to deal with drug and alcohol dependencies, etc. is substantial and the outcome is uncertain. A variety of sophisticated and often expensive programs is needed, and program content and approach must be matched to individuals and carefully monitored and evaluated.

What Should We Do Instead?

Unfortunately, there is no inexpensive or simple way to address the problem of widespread, economically motivated crime. There are existing programs,[4] some sponsored by public institutions and agencies, others through volunteer and self-help groups, that have survived the push towards punishment. As an example, the American Friends Service has offered an Alternatives to Violence Program in many American prisons; this program involves the development of empathy and conflict resolution skills. Also, there are programs that provide real and decent jobs. It makes sense to move from a focus on boot camps vs. prison, and consider a much wider variety of options -- especially those that reject the questionable assumptions that underpin the boot camp model.

Additionally, after the "honeymoon" is over with boot camps, there will be a continuing need to monitor their outcomes and the treatment of participants. The potential of the approach to give way to abusive situations and for other negative results remains.

We have reached a point of crisis in correctional policy. Prisons are overcrowded and are not having the desired deterrent effect and major portions of state budgets are being channeled into supporting prisons. The pressure to add new variations to a largely punitive approach continues; and there is a void in national leadership to develop alternatives to address economic and related social conditions that generate new offenders.

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United States Senate
COMMITTEE ON
GOVERNMENTAL AFFAIRS
WASHINGTON, DC 20510-6250

March 6, 1990

Mr. J. Michael Quinlan, Director
Federal Bureau of Prisons
Room 654, HOLC Building
320 1st Street, N.W.
Washington, D.C. 20534

Dear Mr. Quinlan:

Thank you for your testimony last week before the Subcommittee on Oversight of Government Management concerning the federal perspective on boot camp prisons. We appreciate hearing your views. I was particularly encouraged to learn about your plans to establish the Intensive Confinement program.

I would like to follow up on one point that we discussed at the hearing: the number of federal prisoners who would be prospective candidates for incarceration in a boot camp setting. I understand that the figure you have previously offered -- 60 prisoners -- included only so-called "non-violent" offenders. Since many states do not use the violent/non-violent distinction per se, please provide the Subcommittee with the number of prisoners in the federal system who meet the following criteria:

1. Are between the ages of 18 and 25, inclusive;

2. Have never been previously incarcerated for over 30 days; and

3. Have been classified as Level 1 or Level 2 by the Federal Bureau of Prisons.

I would appreciate receiving your response to this inquiry by March 23, 1990, so that it may be included in the hearing record.

Thank you again for your assistance to the Subcommittee.

Sincerely,

Carl Levin, Chairman
Subcommittee on Oversight of Government Management

CL:ljg
cc: John Pendleton

U.S. Department of Justice

Federal Bureau of Prisons

Office of the Director

Washington, DC 20534

March 20, 1990

Honorable Carl Levin
Chairman, Subcommittee on Oversight of
Government Management
United States Senate
Washington, D.C. 20510-6250

Dear Mr. Chairman:

This is in response to your recent letter requesting additional information regarding the number of potential boot camp candidates housed in the Federal Bureau of Prisons who are between the ages of 18 and 25, inclusive, who have been designated as level one or two using our classification system, and who have never been previously incarcerated over thirty days.

We have been able to identify the number of inmates currently in our system who meet the age and classification criteria you outlined; however, we have no readily retrievable way of identifying inmates who have never been previously confined over thirty days. The figures provided below are the number of inmates currently in our system who meet your age and classification criteria, but who have no prior commitments.

As of March 13, 1990, 2,197 male inmates met the criteria outlined above. It is worth noting that 414 of those identified are serving sentences over 5 years, 890 have detainer requests on file (with 580 considered moderate to greatest severity), 517 are not United States citizens, and 224 are serving sentences for firearms, extortion, sex, national security, and homicide related offenses.

I hope this information will meet the Committee's needs although it is somewhat modified from your original request. I appreciated your comments regarding our boot camp initiative and assure you we are exploring several correctional alternatives in an attempt to meet the needs of our criminal justice system.

Sincerely,

J. Michael Quinlan
Director

A CRITICAL LOOK AT THE IDEA OF BOOT CAMP AS A CORRECTIONAL REFORM

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A CRITICAL LOOK AT THE IDEA OF BOOT CAMP AS A CORRECTIONAL REFORM

In several states, correctional boot camps have been used as an alternative to prison in order to address both the problem of prison overcrowding and public demands for severe treatment (Parent, 1988). Correctional boot camps are styled after the military model for basic training, and similar to basic training, the participants are primarily young males. However, the "recruits" are offenders, though usually non-violent and first-time (Parent, 1988). Boot camps vary in their purpose, but even when they are instituted primarily to reduce overcrowding, the implicit assumption is that the program is of equal or greater deterrent or rehabilitative value than a longer prison sentence.

By the end of 1988, boot camps were operating in one county (Orleans Parish, Louisiana) and eight states (Georgia, Oklahoma, Mississippi, Louisiana, South Carolina, New York, Florida and Michigan), they were planned in three states (North Carolina, Kansas, and New Hampshire), and they were being considered in at least nine other states (Parent, 1988). The model is also being considered for a large number of youthful Detroit offenders. And, in the summer of 1989, the boot camp model was put forth by the House crime subcommittee chairman as a potential national strategy for treating drug abusers (Gannett News Service, 1989).

The National Institute of Justice is supporting evaluations of correctional boot camp programs, and other evaluations without federal support are underway. Such formal evaluations will no doubt provide invaluable evidence of the effect of the programs on participants, and in some cases on the correctional system (e.g., the resulting diversion of offenders from more restrictive environments). The purpose of this paper is to provide another type of assessment, specifically a critical analysis of the history and assumptions underlying the use of a military model in a correctional setting.

The popular image of military boot camp stresses strict and even cruel discipline, hard work, and authoritarian decision making and control by a drill sergeant. It should be noted that this image does not necessarily conform to either current practices in the U.S. military nor to all adaptations of boot camp in correctional settings. However, in a survey of existing correctional boot camp programs, Parent (1988) found commonality in the use of strict discipline, physical training, drill and ceremony, military bearing and courtesy, physical labor and summary punishment for minor misconduct. Some programs mix selected elements of the military boot camp model with more traditional forms of rehabilitation. In Oklahoma, for example, the para-military structure, including the use of regimentation, is only one aspect of an otherwise "helping, supportive environment" which is considered by the administration to be a prerequisite if "change is to last or have any carry over" (Kaiser,1988). In Michigan, the major emphasis is on developing the "work ethic" by utilizing various motivational tactics (e.g., chants), strong discipline and rehabilitation (Hengish, 1988). All participants work from 8:00 a.m. to 3:30 p.m. daily, but the evenings are spent involved with educational and therapeutic programs. When more traditional methods of rehabilitation are included, a consideration of the boot camp idea is more complex, requiring an analysis of both the costs and benefits of mixing the imagery or the reality of a boot camp approach with other measures.

Regardless of the actual degree to which a militaristic, basic training model is emphasized, the press has taken this emphasis as primary, and usually portrays it in a positive light. Numerous stories have been printed under titles such as "Boot Camp -- In Prison: An Experiment Worth Watching" (Rasberry, 1987:H21), "New York Tests a Boot Camp for Inmates" (Martin, 1988), "'Squeeze You Like a Grape': In Georgia, A Prison Boot Camp Sets Kids Straight" (Life Magazine, 1988), and "Some Young US Offenders Go To 'Boot Camp' -- Others Are Put In Adult Jails," (Sitomer,1987:1). The copy similarly reflects a positive evaluation of the approach. For example, Rasberry (1987) wrote about the Louisiana boot camp that "[t]he idea [is] to turn a score of lawbreakers into disciplined, authority-respecting men." He quoted the warden: "[w]e're giving an inmate a chance to get out of prison in 90 days instead of seven years. But you're making him work for it ....We keep them busy from the time they wake up until they fall asleep with chores that include such sillinesses as cleaning latrines with a toothbrush." The warden concludes that the approach "teaches them self-discipline and self-control, something many of these men have never had" (Raspberry, 1987). Similarly, Martin (1988:15) wrote that in the New York program:

> Days are 16 hours long, and two-mile runs and callisthenics on cold asphalt are daily staples. Work is chopping

> down trees or worse. The discipline recalls Parris Island.... those who err may be given what is genteely termed 'a learning experience,' something like carrying large logs around with them everywhere they go or, perhaps, wearing baby bottles around their necks.

Life Magazine's (1988:82) coverage of the Georgia program includes a statement by one of the sergeants:

> [Here] being scared is the point. You have to hit a mule between the eyes with a two-by-four to get his attention ... and that's exactly what we're doing with this Program.

The journalistic accounts of boot camps in corrections celebrate a popular image of relatively dehumanizing boot camp experience that is marked by hard, often meaningless, physical labor. The inmate is seen as deficient, requiring something akin to being beaten over the head in order to become "a man".

The imagery of the people that we send to boot camp as deserving of dehuminizing treatment is in itself troubling, but even more so in light of the fact that the inmates are disproportionately minorities and underclass. The boot camp idea also raises the disturbing question: Why would a method which has been developed to prepare men to go into war and as a tool to manage legal violence be considered as having such potential in deterring or rehabilitating offenders? Wamsley (1972: 401) concludes from a review of officers' manuals and prior research that basic training is designed to promote fundamental values of military subculture, including "(1) acceptance of all-pervasive hierarchy and deference patterns; (2) extreme emphasis on dress, bearing, and grooming; (3) specialized vocabulary; (4) emphasis on honor, integrity, and professional responsibility; (5) emphasis on brotherhood; (6) fighter spirit marked by aggressive enthusiasm; and (7) special reverence for history and traditions." In another summary of values stressed in boot camp, Merryfinch (1981:9) identifies "a commitment to organized violence as the most effective way to resolve conflicts, a glorification of 'hard' emotions (aggression, hatred, brutality) and a strict channeling of 'soft' emotions (compassion, love, suffering)...." Clearly, many of the objectives of military basic training are not shared by the policy makers who promote correctional boot camps; what is even more striking is that none of them make sense as a means to promote either rehabilitation or deterrence, and the emphasis on unquestioned obedience to authority and aggression is inconsistent with prosocial behavior.

WHAT HAS BEEN TRIED AND WHAT WORKS IN CORRECTIONS?

Although the correctional boot camp model is touted as a new idea, militarism, the use of hard labor, and efforts to frighten offenders, most recently surfacing in the "scared straight" programs, have a long history in prison settings. We will focus first on militarism. In 1821, John Cray, the deputy keeper of the newly constructed Auburn Prison, moved away from the use of solitary confinement when suicides and mental breakdowns increased. As an alternative, he instituted a military regime to maintain order in overcrowded prisons (McKelvey,1977:14). The regime, which was based in part on his experiences as a Canadian army officer, required downcast eyes, lockstep marching, no talking or other communication between prisoners, and constant activity under close supervision (McKelvey,1977). The issue for Cray and his contemporaries was the prevention of crime "through fear of punishment; the reformation of offenders being of minor consideration" (Lewis,1967:26).

Neither Cray's attempts nor those of his Pennsylvania cohorts, however, achieved either deterrence or reform (Cole, 1986:497). During the Progressive Era, there was a shift away from the sole emphasis on punishment. At Elmira Reformatory, Zebulon Brockway added a new twist to Cray's militaristic regulations, certain of which (lockstep marching and rules of silence) had fallen into disrepute since they were now seen as debasing, humiliating, and destructive of initiative (Cole,1986:497). By 1896, the industrial reformatory at Elmira had "...well coordinated discipline which centered around the grading and marking system, an honest application of the indeterminate sentence, trade and academic schools, military organization and calisthenic exercises" (McKelvey,1977:137). Similar to many of the contemporary boot camps, at Elmira the philosophy was to combine both rehabilitation approaches and work with military discipline and physical activity to, among other things, improve self esteem. However, the legacy of Brockway's Elmira Reformatory was not the move towards rehabilitation (Johnson,1987:41). Instead the militaristic atmosphere set the stage for abusive punishment, and the contradiction between military discipline and rehabilitation was apparent (Pisciotta, 1983:620-621).

Some might counter the argument that the militaristic approach opens the door for abusive punishment by pointing out that in contemporary settings, physical punishment and harm are eliminated. However, as Johnson (1987:48; also see Christie,1981) notes, non-physical abuse can be viewed as a "civilized" substitute. Also, in some cases physical abuse is a matter of definition, as is seen in the accounts of dropouts from one contemporary boot camp. They report being treated like "scum," working 18 hour days, being refused permission to use the bathroom, being provoked to aggression by drill instructors, being forced to push a bar of soap with their noses along the floor, and being forced to participate in an exercise called "air raids" in which trainees run and dive face down landing on their chest with their arms stretched out to their sides (Bellew,1988:10). At least in some settings, the military model provides a legitimization of severe punishment. It opens the door for psychological and even physical abuse that would be rejected as cruel and unusual punishment in other correctional settings.

Turning now to inmate labor in correctional settings, its persistent use is supported by its congruence with alternative objectives, including punishment, incapacitation, rehabilitation and control inside the institution (Lejins, 1970:309-310). The form of work at a particular time, however, has not been influenced just by ideals and obvjectives, but by basic economic forces (Rusche and Kirchheimer, 1939). For example, in order to protect private enterprise, the treadmill was used to occupy offenders following prohibitions against the use of prison labor

(Morse, 1973:33; also see Morash and Anderson, 1978). Also, in the nineteenth century, a major purpose of imprisonment was to teach the regular work habits demanded by employers (Rusche and Kirchheimer, 1939; Melossi and Pavarini, 1981). In contemporary discussions of correctional boot camp programs, work is justified as both punitive and rehabilitative, as both exemplifying the harsh result of breaking the law and as teaching the "work ethic." However, the economic constraints imposed by limited budgeting for rehabilitation efforts and the shrinking number of jobs for unskilled workers shape the form of work. Parallel to the treadmill, hard physical labor, which has no transfer to the contemporary job market, is frequently the choice.

Further criticism of the form of work used in the boot camp settings rests on empirical research. The literature on work programs in general does not support the conclusion that work produces a decrease in recidivism (Taggart, 1972; Fogel, 1975:114-116; Lipton et al., 1975). Especially pertinent to the present analysis, in a recent article Maguire et al. (1988) show that labor in a correctional institution is unrelated to recidivism after prisoner differences are taken into account. The exception is work programs that actually provide employment (e.g., Jeffrey and Woolpert, 1974; Rudoff and Esselstyn, 1973). Based on an extensive review of the literature, Gendreau and Ross (1987:380; also see Walter and Mills, 1980) further specify the characteristics of correctional work programs that are related to lower recidivism: "work programs must enhance practical skills, develop interpersonal skills, minimize prisonization, and ensure that work is not punishment alone." Clearly, the evaluation literature contradicts the idea that hard, meaningless labor hassome positive effect.

Moreover, although negative attitudes and lack of the work ethic might be one influence on the choice of economic crime instead of a job, structural arguments provide alternative explanations. For example, Wilson (1987) documents that low skilled minorities have been hardest hit by deindustrialization of the national labor force and changes in the geographic location of industries. The labor surplus in low technology fields, and the strength of general social and psychological factors thought to cause criminal behavior exert a strong influence that counteracts most offender work programs (Maguire et al., 1988:16). In a supporting ethnography, Sullivan (1983) shows that the slightly greater availability of jobs in white, working class neighborhoods explains men's lesser criminality; in black, lower class neighborhoods, males in their late teens used robbery as a regular source of income. Even if boot camps could alter attitudes and ethics, this would do nothing to combat structural deficiencies at a national and community level.

The scared straight programs, contemporary version of correctional efforts intended to deter offenders through fright, also are not supported by empirical research. In a San Quentin program, older adolescents were arrested less often but for more serious crimes than a comparison group (Lewis, 1983). An evaluation of a New Jersey program showed that participants were more seriously delinquent than a control group (Finkkenauer, 1982). In sum, the program elements of militarism, hard labor and fear engendered by severe conditions do not hold much promise, and they appear to set the stage for abuse of authority.

MILITARY BOOT CAMPS

The idea of boot camp as applied in correctional settings is often a simplification and exaggeration of a system of military training that has been examined and rejected as unsatisfactory by many experts and scholars. The difficulties that the military has discovered with boot camp as popularly conceived, and the resulting reforms, could be instructive to people in search of positive correctional reforms.

Over a decade ago, the transition from conscription to an all-volunteer army (Faris,1975:115) coupled with reports from several Army Training Centers of serious incidents in which trainers abused trainees (Raupp,1978:1) resulted in the appointment of a Task Force to carry out an extensive examination of Initial Entry Training (boot camp) leadership. The Task Force members defined the objectives of boot camp as "providing a positive set of experiences for new soldiers that will teach them by example the values necessary to function effectively as members of the Army" (Raupp,1978:8). The notion that boot camp teaches values necessary for a soldier is echoed by those who speak about the positive effects of correctional boot camp through teaching such things as discipline and the work ethic. Investigations and study by the U.S. military, thus, raises serious questions about the potential for positive effects of the boot camp model in a correctional setting, and alerts us to the need to adapt the model to correctional settings with caution. Like the above consideration of the history of military models in correctional settings, the military experience with boot camp also alerts us to the potential for abuse.

The Task Force identified several major problems. The first is inconsistent philosophies, policies and procedures. Ten years after the Task Force report was published, a followup study provided further insight into the problem by documenting the "severe effects" of lack of predictability in such areas as standards for cleanliness and how cadence is called (Marlowe et al., 1988:10). The study conclusion is that "predictability and reasonableness contributes to trainee self esteem, sense of being valued by the unit and commitment to the organization." Further, "when authority is arbitrarily imposed, or when leaders lead strictly by virtue of their power or authority, the result is often anger and disrespect (Marlowe et al., 1988: 11-12). Furthermore, "dysfunctional" stress heightens tensions, shortens tempers, and increases the probability of abuse while generally degrading the effectiveness of training (Raupp,1978:99). Whereas "functional" stress is legitimate and work-related, resulting from such instances as "the mental and physical stress of a tactical road march," "dysfunctional" stress is irrelevant or "contrived" (Raupp,1978:98).

The second problem identified by the task force was a widespread "we-vs-they" attitude and the view that trainees were deserving of degrading treatment (Raupp, 1978:9). The "we-vs-they" attitude was manifested by different behavioral and/or dress standards for trainees than for other personnel. Specifically, trainees were given "skin-head" haircuts, were prohibited from swearing and shouting, and physical training was used as punishment.

Aside from the investigative reports sponsored by the military, empirical studies of the effects of military boot camps, of the effects of physical training, which is a major component of many correctional boot camp programs, and of learning in general provide relevant findings. Empirical evidence regarding the psychological impact of military basic training on young recruits between the ages of 18 and 22 has demonstrated that "there was no increase in scores on ego-strength, or any other evidence of beneficial psychological effects accruing from basic training " (Ekman et al., 1962: 103). Administration of the MMPI to recruits revealed that "the change in the shape of the [MMPI] profiles suggests that aggressive, impulsive, and energetic features became slightly more prominent" (Ekman et al., 1962: 103). The authors concluded that the changes on the subscales imply that

> more callous attitudes, a tendency to ignore the needs of others, and feelings of self-importance increase slightly during basic training. The recruits appear less prone to examine their own responsibility for conflicts, and more ready to react aggressively (Ekman et al.,1962:104).

The importance of this finding is heightened by the conclusion of Gendreau et al. (1979:71) that components of self-esteem that were good predictors of recidivism include the very same characteristics, being "self-centered, exploitive of others, easily led, and anxious to please." Sonkin et al. (1985; also see Walker, 1983; Eisenberg and Micklow, 1979) also speculate that basic training in the military can result in the transfer of violent solutions to family settings. They (1985:50) propose that basic training be modified to include classes on "communication skills, stress reduction, and anger management." Although correctional boot camps do not provide training in the use of weapons or physical assault, they promote an aggressive model of leadership and a conflict dominated style of interaction.

In another empirical study of military basic training, Wamsley (1972) contrasted the effects of Air Force Aviation Cadet Pre-Flight Training School with Air Force Officers Training School. The Cadet School employed harsh techniques to inculcate basic values and eliminate the "unfit." These techniques included such activities as head shaving, marching miles in stiff shoes, and impromptu exercises as physical punishment. After one week, 33% of recruits left. Wamsley ((1972:401) writes that "Those with low capacities for anxiety, insufficient self-esteem to withstand and discredit abuse, inability to control or suppress anger, or those with latent neuroses or psychoses literally 'cracked' under the stress, and attempted suicides and psychiatric referrals were not uncommon." The purpose of constant exhortations to "get eager, mister" or "get proud, Raunch" was to promote an aggressive fighter spirit, and the "common misery and despair created a bond" among the trainees.

Increased aggression and a bond among inmates are not desired outcomes of correctional boot camps, so again there is questionable efficacy in using the military boot camp model.

Moreover, it is unlikely that the offenders in correctional boot camps are more mentally healthy than Air Force recruits. What is the effect of using such techniques when there is no escape valve through dropping out of the program? And, if only the best adjusted stay, what is accomplished by the program? The contrast of the Cadet School with the Officers Training School, which did not use humiliation and severe physical conditions and punishment, provides convincing evidence of the ineffectiveness of such an approach to training people. Wamsley (1972 :418) concludes from the contrast that there was a "lack of a clear utility for Pre-Flight's intense socialization" and that the "socialization process was brutally expensive in human terms and produced exaggerated forms of behavior which were not clearly related to effective task accomplishments."

Additional research shows that positive improvements in self esteem result from physical training primarily when the environment is supportive. For example, Hilyer and Mitchell (1979:430) demonstrated that college students with low self-concepts who received physical fitness training in a helpful, facilitative, supportive environment demonstrated an increase in self-concept scores. The improvement was two and one-half times as great as low-concept peers who received physical fitness training and no support.

Also contraindicating the boot camp approach, virtually no empirically supported criminological theories suggest that aggressive and unpredictable reactions by authority figures encourage prosocial behavior. The opposite is suggested by most learning theorists. For instance, Satir (1973:13) concludes that learning happens only when a person feels valued and is valued, when he/she feels to be a connected part of the human race (also see Rogers, 1975:6). Feelings of self-worth can only flourish in an atmosphere where individual differences are appreciated and mistakes are tolerated, communication is direct, clear, specific and honest; rules are flexible, human, appropriate, and subject to change; and links to society are open (Satir, 1972:4,6). Finally, there is considerable theory and research showing that antisocial behavior is increased when authority figures provide aggressive models for behavior (e.g., Bandura, 1973:252-253). Research in the sociology of sport provides further evidence that physical training under the direction of an authoritarian trainer increases aggression (Coakley, 1986).

There is no systematic evidence of the degree to which the problems in military boot camps are manifested in correctional settings, but there is evidence that they do occur. The introductory descriptions of the correctional boot camp model clearly reveals a tendency for some of the "drill sergeants" to use negative leadership. Telephone interviews with representatives of nine correctional boot camps show a tendency to focus on "tearing down the individuals and then building them back up." Reflective of this philosophy are negative strategies alluded to above such as the utilization of debasing "welcoming speeches," the "chair position," and "learning experiences" which require men to wear baby bottles around their necks or to carry tree limbs with them all day.

Correctional boot camps also provide settings conducive to high levels of unpredictability and contrived stress. In one program dropouts, current trainees, and parolees who have completed the program all report that "differences between DI [drill instructor] styles made it tough to avoid trouble. Trainees' beds may be made to satisfy DI "A," but at shift change, if DI "B" doesn't approve of that particular Style, trainees are punished" (Bellew,1988:5). As further illustration, another inmate reported that on the first day of participation in the boot camp, he was told that he had quit and could not participate. When he sat down for the rest of the day, he was reportedly "kicked out for sitting down," and his having left the program was listed as voluntary. He reported that he had tried to participate but that the drill instructor kept telling him that he had quit. At the time he was interviewed, the interviewer reported that he was "still confused as to what actually had happened that day" (Bellew,1988:10).

It is true that, as proponents of correctional boot camps claim, many military recruits feel that their survival of basic training is evidence of maturity and a major achievement in their lives (Gottlieb, 1980:166-167). However, the sense of achievement is linked to the notion that the experience is the first step in preparing them for the unique role of a soldier. Moreover, military boot camp is intended as just a prelude to acquaint the recruit with his new environment, in which he will take more control of his life (Rabinowitz, 1982:1084). It is not obvious that the boot camp experience alone, including elements of capricious and dehumanizing treatment, would be seen in such a positive light by inmate participants.

It could be argued that the purpose of correctional boot camp is not to bind men to their leaders nor to develop group solidarity. Thus, the failure of the outmoded military boot camp model to achieve these results may not be a serious concern. Even if we accept this reasoning, an understanding of military basic training raises serious questions about the potential for undesirable outcomes, including increased aggression.

STEREOTYPES OF MASCULINITY AND CORRECTIONAL MEASURES

The very idea of using physically and verbally aggressive tactics in an effort to "train" people to act in a prosocial manner is wrought with contradiction. The idea rests on the assumption that forceful control is to be valued. The other unstated assumption is that alternative methods for promoting prosocial behavior, such as the development of empathy or a stake in conformity (e.g., through employment) are not equally valued. Feminist theorists (Eichler, 1980; Bernard, 1975) have noted the society-wide valuation of the stereotypically masculine characteristics of forcefulness and aggression, and the related devaluation of the stereotypically feminine characteristics of empathy and cooperative group behavior. Heidensohn (1987:25) specifically writes that programs like boot camp are "designed to reinforce conventional male behaviour" and that they range from "quasi-militaristic short, sharp shocks to adventure training."

There is little doubt that the military is predominantly men (Defense, 1987), and that there is a military ideology that rejects both women and stereotypically female characteristics (Yuval-Davis, 1985; Yudkin, 1982; Larwood et al, 1980; Stiehm, 1981:57; Stiehm, 1989:226; Enloe, 1984). As Enloe (1983:7; also see Ruddick, 1983; O'Brien, 1979) writes, there is a common assumption that "the military...is a male preserve, run by men and for men according to masculine ideas and relying solely on man power." In some military settings, terms such as "little girl," "woman," and "wife" have been routinely used to negatively label a trainee who is viewed as having failed in some way (Eisenhart, 1975; Stiehm, 1982:371). Traditional marching chants include degrading comments about women, and sexist terms for women and their body parts are common in military settings (Ruddick, 1983:231). Stiehm (1981:257) concludes from her research that even after the mandated inclusion of women in the U.S. Military Academy, there was considerable anti-female attitude, including derogatory name calling and ridicule of the women. The implication is that to fail is to be female, or, conversely, to succeed is to be aggressive and dominantly and unquestionably "male."

One might argue that the name calling is not used in correctional settings. Given the military background of many correctional staff involved in the reforms and the popular image of boot camp experiences, the degree to which such an anti-woman attitude exists is an important empirical question. Aside from overt rejection of women and femaleness, the boot camp model, with its emphasis on unquestioned authority and aggressive interactions, and its deemphasis on group cooperation and empathy, promote a limited image of the "true man."

It is not surprising that few have questioned the distorted image of masculinity embodied in the idea of boot camp, for it is shared by many criminologists and by many offenders. Focusing on the criminologists, Naffine (1987) shows how several major theories present male offenders' aggression and assertiveness in a positive light while they devalue characteristics associated with women. To be more specific, major theories accept the stereotypical characteristics of men as normal, and present women as dependent, uncompetitive, and passive. Naffine's analysis reveals the "curious result of extolling the virtues of the male, as a good criminal, and treating conforming women as if they were the socially deviant group." This result is echoed in the use of a military model which similarly extols the virtues that are often associated with both masculinity and aggression in our society.

Writing about images of masculinity among economically marginalized men, who are overrepresented in the offender population, Messerchmidt (1986:59) builds on the notion that in our society "both masculinity and power are linked with aggression/violence while femininity and powerlessness are linked with nonviolence" (also see Schwendinger and Schwendinger, 1985:161). His argument continues: as a result of the unavailability of jobs that are not degrading, powerless men seek out alternative avenues through which to exercise their masculinity. Other supports of criminality include an orientation towards "exploitative individualism" as opposed to any caring ties to group members, and male bonding, which is the ritual rejection of "weakness" associated with femininity. This rejection is demonstrated through activities like gang fights.

Again, there is a parallel with the stereotype of masculinity embodied in the boot camp model. Specifically, Eisenhart (1975) describes military training emphasis on self-sufficiency and the avoidance of attachment to others.

The irony in emphasizing an aggressive model of masculinity in a correctional setting is that these very characteristics may explain criminality. Theorists working in the area of crime causation have focused on both the identification with male stereotypical traits and roles, which are consistent with illegal behavior (Oakley, 1972:72; also see Tolson, 1977), and the frustration that males feel when they cannot achieve these stereotypes because of low social status (Messerchmidt, 1986:59-68). The empirical support to link stereotypical masculinity with criminality is inconsistent (Cullen et al., 1979; Norland et al., 1978; Thornton and James, 1979; Loy and Norland, 1981). There is some evidence, however, that female stereotypical characteristics predict prosocial behavior (Morash, 1983; Gilligan, 1982; Hoffman, 1975; Kilham and Mann, 1974; Eisenberg and Miller, 1987).

An additional irony is found in the inclusion of women in correctional boot camps. Holm (1982:273) notes that in the military, "women...suffered from role identification problems when put through military training programs designed traditionally "to make men out of boys," programs that had "more to do with the rites of manhood than the requirements of service jobs." There is serious doubt about the efficacy of placing women in a militaristic environment that emphasizes masculinity and aggressiveness, and that in some cases rejects essentially prosocial images and related patterns of interaction associated with the stereotype of femininity.

ALTERNATIVE MODELS IN CORRECTIONS

Correctional policy makers and program staff are not alone in their application of the boot camp model for interacting with people. There has been a more general shift in attitudes towards militarism as a solution. Looking again at news reports, we see that boot camp type of training is accepted in a variety of organizations as a means to increase productivity, skill levels, efficiency and effectiveness of participants. Such enterprises are as diverse as the Electronic Data Systems Corporation (Klausner, 1984:17), the Nick Bollettieri Tennis Academy (Arias, 1986:107) and Japan's Managers' Training School (Bueil, 1983). In keeping with the boot camp model, participants are made to endure humiliation so that a bond can develop with the teacher (Klausner:1984:17). Given the enduring nature of the emphasis on aggression and a current trend to seek militaristic solutions to all sorts of human needs for education and growth, there can be no simplistic recommendation for changing the direction of reform.

However, the many concerns raised in our analysis of the idea of boot camp do have some immediate implications. The first emanates from the discovery of research on boot camp and the development of human potential in a military setting. At certain times and in certain geographic locations, military personnel have been charged with training and employing populations that are not markedly dissimilar from the economically marginalized young men and women that populate the prisons. They also are engaged in the imprisonment of people for the violation of criminal laws. A continued examination of their techniques and outcomes could provide further instruction. As a starting point, it might be noted that in the military, the version of boot camp used in correctional settings is not commonly viewed as an effective correctional measure. Furthermore, through Project 100,000, the military has been successful in integrating poorly educated recruits into their own workforce, though often in relatively low skill positions that restricted transfer to the civilian workforce (Sticht et al., 1987; Nalty, 1986). Contrary to critics' anticipation of disciplinary problems with poorly educated recruits, less than five percent of the participants failed to conform to military rules and regulations. The approach to integration was traditional methods of literacy training coupled with individualized teaching geared to a specific job assignment. This approach is consistent with the findings that we have reviewed on effective work programs in correctional settings.

A second implication of our analysis of the idea of boot camp is that we need to reconsider correctional alternatives. Harris (1983:166) writes that the "development of a more humane, caring and benevolent society involves a continuing quest for higher standards of decency and good will and an ever decreasing resort to ... degrading sanctions." For her, the continued and fundamental interdependence of self and other is primary, and she thinks in terms of "persuasion, nonviolent action, positive reinforcement, personal example, peer support and the provision of life-sustaining and life-enhancing services and opportunities" (Harris,1983:166). It is noteworthy that the rehabilitation models of corrections that many experts have publicly rejected reflect a deemphasis on the questionable stereotypes of "how to be a man" that are promoted by the boot camp model.

A third implication has to do with the evaluation of existing and planned boot camp programs. A number of potential, negative outcomes of a boot camp environment have been identified. One of thes is increased aggression, including physical and non-physical punishment, directed against offenders by prison staff. Also included are increased offender aggression, a devaluation of women and so-called "feminine traits" (e.g., sensitivity), and other negative effects of an unpredictable, authoritarian atmosphere. In addition to considering these effects directly, program evaluation should monitor the degree to which the environment is characterized by inconsistent standards and expectations, dysfunctional stress, a we-vs.-they attitude, and negative leadership styles. Furthermore, evaluations should look for evidence of program characteristics related to positive outcomes, as well as the positive outcomes, including self-direction, empathy, and ultimately prosocial behavior. It may be that positive effects attributed to the military model are due to other program elements.

Our review and analysis suggest that even when the elements of the military boot camp model are mixed with traditional rehabilitative approaches, there can be negative outcomes. Thus, the boot camp model is unlikely to offer a simple solution to the contradiction arising from of the pressure for severe punishment, the need to alleviate prison overcrowding, and our knowledge of the experiences that promote both prosocial and antisocial behavior. Whether the point is to provide rehabilitation, to deter, or to divert people from prison, the boot camp model should not be accepted as a panacea, and alternatives other than boot camp should be considered.

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Special
Alternative
Incarceration

DEPARTMENT OF CORRECTIONS
MICHIGAN

HANDBOOK

10/89

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G - CLOSE ORDER DRILL COMMANDS

State of Michigan

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INTRODUCTION

You have been sentenced to probation with a special condition that you successfully complete the 90-day Special Alternative Incarceration, S.A.I., program. The Judge has given you this sentence instead of sending you to prison.

S.A.I. is 90 days of strict discipline, hard labor, physical training and drill modeled after the military, along with programming in education, group counseling, substance abuse, stress management and other related programs. The intent of S.A.I. is to develop within you a sense of self esteem, individual responsibility and a solid work ethic.

You are expected to learn the contents of this guide book and you will be held accountable for following the rules.

While at S.A.I., you will be watched closely. All staff will have input into your 40 and 80 day reports to your sentencing judge and probation officer. Be sure that you understand the rules. If you do as you are told and put forth your best effort, you will be able to make it through the program.

Robert Brown Jr.
Robert Brown Jr., Director

Date 10/4/89

S.A.I. MORNING SCHEDULE

0500 - 0505 Hours	Wake up. Count in front of room or bunk in underwear. P.T. uniform will be announced.
0505 - 0515 Hours	Head call.
0515 - 0520 Hours	P.T. formation on hardstand or in administration building during inclement weather.
0520 - 0535 Hours	Physical Fitness exercises. (All exercises will consist of low impact stretching exercises, followed by a slow double time run around the track for five minutes. It should be noted these are not build-up exercises, but wake-up exercises to stretch tight muscle groups in preparation for the day's work.
0535 - 0600 Hours	Showers, beds made and P.T. clothing put away.
0600 - 0605 Hours	Count in front of room or bunk in underwear for shift change.
0605 - 0630 Hours	Head calls and shaves. Prepare personal area of responsibility for the day. Clean and organize room or bunk area.
0630 - 0700 Hours	Meal formation. Laundry drop off while marching to breakfast. Head calls announced after meal. Dress-in for those needing the S.A.I. uniform following meal formation.
0700 - 0720 Hours	Unit clean up. Caustic supply pickup and return.
0720 - 0735 Hours	Personal and unit inspection.
0735 - 0740 Hours	Uniform of the day announced, secure gear and prepare for formation.
0740 - 0745 Hours	Count in front of room or bunk.
0745 - 0810 Hours	Company formation on the hardstand for crew/detail assignment and graduation ceremonies. Crew checkout.

0810 - 1145 Hours	In camp work details on assignment.
0900 Hours	0530 detail cleans rooms. Probationers assigned to medical or quitter bunks will shower and shave.
0930 Hours	Count.
0935 Hours	0530 detail, P.T. followed by 20 minute double-time run around the track.
1045 Hours	0530 detail, shower, head cleanup and return to assignment.
1130 Hours	Count.
1145 - 1200 Hours	In camp work details return to unit and prepare for meal formation.
1200 - 1245 Hours	Meal formation and head calls.
1245 - 1500 Hours	Work details.
1500 - 1530 Hours	Work crews in. Count and shakedown. Head call, put on P.T. uniform and count in front of room or bunk.
1530 - 1640 Hours	P.T. and motivation run.
1640 - 1700 Hours	Showers, dress in clean uniform for evening meal.
1700 - 1710 Hours	Count in front of bunks or rooms.
1700 - 1800 Hours	Evening meal. ABCD Units after evening meal will stay in rooms until free time is announced. G-Unit will be in front of bunks at attention until free time is announced.
1800 - 1900 Hours	Free time: work on uniforms, television - news channel only, outside yard if weather permits.
1900 - 2120 Hours	Programming. Those not in programming will report to hardstand for assignments or close order drill.
2120 - 2140 Hours	Report to assigned bunks/rooms. Quiet time, head call, get ready for bed.

2140 - 2200 Hours	Count: Inspection in clean underwear in front of bunks or rooms.
2200 Hours	Lights out, in bed.

Schedule subject to change by S.A.I. Duty Supervisor.

S.A.I MORNING/WEEKEND AND HOLIDAY SCHEDULE

0600 - 0605 Hours	Count in front of room or bunk in underwear. P.T. dress to be announced.
0605 - 0615 Hours	Head calls as announced, dress for P.T.; formation on the hardstand or in the new building during inclement weather.
0615 - 0625 Hours	P.T. (all exercises will consist of low impact stretching exercising).
0625 - 0630 Hours	Prepare for meal formation.
0630 - 0700 Hours	Meal formation.
0700 - 0725 Hours	Head calls and shaves.
0725 - 0740 Hours	Unit cleanup. All furniture removed from rooms and everything thoroughly cleaned. Extensive unit cleaning to be undertaken.
0740 - 0745 Hours	Count in front of room or bunk.
0745 - 0900 Hours	Unit cleaning continues.
0900 - 1930 Hours	Unit inspection. Head calls as announced.
0930 - 0935 Hours	Count in front of room or bunk.
0935 - 1000 Hours	Work uniform announced. Company formation on the hardstand for motivational address and work assignments.
1000 - 1130 Hours	Building and yard cleanup assignments.
1130 - 1135 Hours	Count in front of room or bunk.
1135 - 1200 Hours	Showers, quiet time in room or personal area. Prepare for meal formation.
1200 - 1300 Hours	Meal formation.
1300 - 1305 Hours	Count in front of room or bunk.
1305 - 1430 Hours	Quiet time. Religious service when scheduled.

1305 - 1430 Hours	Religious services (Sunday). Those who do not attend will have quiet time--bunks or rooms. (Saturday) Quiet time or duties as assigned.
1430 - 1450 Hours	Quiet time, head call, change clothes for drill and athletic competition.
1450 - 1500 Hours	Count in front of bunks or rooms.
1500 - 1650 Hours	Camp formation on hardstand and athletic competition, quiet time, showers, dress for evening meal.
1650 Hours	Count, line up for evening meal.
1700 - 1800 Hours	Evening meal, ABCD Units return from meal and stay in room, G-Unit return to attention on bunks.
1800 - 2000 Hours	Free time, haircuts, store operation, television, work on uniform, yard, showers, etc.
2000 - 2010 Hours	Count in front of bunks or rooms.
2010 - 2120 Hours	Building clean up; drill competition.
2120 - 2140 Hours	Quiet time, rooms or bunks only, head call, letter writing, in underwear.
2140 - 2200 Hours	Count and inspection in clean underwear.
2200 Hours	Lights out.

Schedule subject to change by S.A.I. Duty Supervisor.

GENERAL RULES

1. Always acknowledge orders by saying yes sir, no sir or yes ma'am, no ma'am.
2. Always say excuse me sir/ma'am when passing staff from the front and by your leave sir/ma'am when passing staff from the rear.
3. When addressing staff, always ask permission to speak.
4. After receiving orders, take one step back, do an about face and wait for permission to leave.
5. When encountering visitors do not speak unless authorized by staff.
6. Never gape at visitors, continue with assignment.
7. When a Sergeant or above enters a housing unit, call the unit to attention.
8. Read and understand all rules and regulations of S.A.I.

DISCIPLINARY PROCEDURE

ALTERNATIVE TRAINING

A minor rule infraction will be dealt with immediately. Any staff member may impose alternative training as a way of correcting inappropriate actions/behavior or inspection infractions.

1. Extra Duty (up to 1 hour)
2. Exercise of the day (maximum of 15)
3. Extra drill or P.T. 15 minutes
4. Run confidence course (1 time)
5. Room/bunk restriction during free time (1 hour)
6. Immediate verbal counseling
7. Leaning rest (push up position up to 3 minutes)
8. 1 day motivation detail (Sergeant's approval)
9. 1 day motivation log (Sergeant's approval)

DEMERIT SYSTEM

You will be given a set of two (2) Demerit Cards which you are required to have with you at all times. Should you commit a rule infraction such as bunk not properly made, room not clean, uniform incorrect, incorrect position of attention, not marching or double-timing properly, or any other inappropriate act considered minor, staff may write that infraction on one of your demerit cards. It should be noted that not having your Demerit Cards or Identification Card on you at all times, except for showers, or P.T. means you will receive six (6) demerits. If you loose both cards you will be given a negative case note stating you have twelve (12) demerits because of lost cards and referred to the Lieutenant. When you get six (6) demerits on a demerit card, a staff member will take the card from you, counsel you about your progress and the need for improvement, sign and date the card stating you have been counseled, and return the card to you. When both cards are filled (12 demerits), the cards will be taken from you and you will go before a Lieutenant or above for review and counseling. The Lieutenant or above may impose the following sanctions:

1. Room/bunk restriction during free time (up to 1 week)
2. Store restriction (up to 4 days)
3. Run confidence course (up to 3 times)
4. Loss of telephone call (up to 3 weeks)
5. Motivation detail (up to 3 days)
6. Recommendation for Program Failure Hearing (see Negative Case Note)

NEGATIVE CASE NOTES

Shift Command (Sergeants or Lieutenants) on a daily basis review all negative case notes. Negative case notes will be written by staff for any number of things, including excessive demerits, inattention to duties during work, P.T., or special details, poor general attitude, progress in the S.A.I. Program and major rule infractions (see Attachment A).

Upon reviewing negative case notes, Shift Command (Sergeants or above) may make a written recommendation for a Program Failure Hearing in which case you will be brought before a Program Failure Hearing Board.

PROGRAM FAILURE HEARING BOARD

This Board is made up of the Facility Deputy Warden or Inspector, a Lieutenant or Sergeant, and a person from Treatment. The Board may convene any day of the week when necessary. Its function is to review with you your progress in the S.A.I. program and decide if you are to remain in the program or be returned to your local county.

If the Board decides you have not made appropriate progress in the program, you will be dismissed. When dismissed you will be either placed on a quitter bunk or housed in a local county jail until a bench warrant is prepared and officers from your county come and pick you up. You will be taken to your jurisdictional county jail where you will go before your sentencing judge for probation revocation hearing and sentencing.

If the Board decides to keep you in the program, you may be given up to one week (five (5) days) on motivation detail during which time you will have the opportunity to prove by hard work and attention to detail your desire to remain in the program. While on motivation detail, you will be monitored closely by staff and any negative behavior may be cause for you to be returned before the Board for possible dismissal.

MOTIVATION DETAIL

Extremely close supervision consists of very hard labor - stump digging, ditch digging, crosscut saw, etc. - and ongoing physical exercises taken from our physical fitness program.

PROBLEM

While at S.A.I. you may have some personal problems, be it from other probationers or from home. It is best to avoid involvement in situations which could prove dangerous to yourself or others. However, problems do arise, such as family crises or fear of being hurt or assaulted. Correctional staff will help you cope with such problems. Asking for assistance in a tough situation is not a sign of weakness and may save you unwanted trouble. Running will not solve your problems; rather, it will cause more serious ones.

GAMBLING, LOANING AND BORROWING

Gambling, loaning, or borrowing personal or state property are forbidden. If you are caught gambling or with another probationer's property or with illegal state property, you will be brought before the Program Failure Review Board.

PROBATIONER FUNDS

You will not be paid for working. You will, however, be allowed $3.00 per week in your store account. This is for you to buy necessary store items, such as toothpaste, shaving cream and deodorant. If you have money left over, you may purchase such items as pop, ice cream and candy bars. You will not have money in your possession.

GRIEVANCE PROCEDURE

Should you have a grievance that cannot be resolved you should send a note to the Camp Commander describing the problem. You will be called out to discuss the grievance. If legitimate, and if corrections are possible, steps will be taken to resolve the grievance.

FOOD SERVICE

Food service workers will be under the direct supervision of the Food Service Supervisors and will adhere to all rules and regulations of the assignment.

Workers will be attired in white uniforms and a hair covering while working around food.

DINING ROOM CONDUCT

1. Meals will be served according to the schedule. Do not take more food than you can eat, you are required to eat what you take.
2. While in the serving line you will be at the position of attention.
3. The removal of food, cups, glasses, and table flatware from the kitchen or dining room is prohibited.
4. Menu items may be substituted.
5. Talking with others is not allowed.

6. After going through the serving line you will proceed to the staff member seating probationers. There you will take your place and set your tray on the table and await the command to be seated. You will eat and remain seated until you are told to stand. While eating, your head and eyes will either be looking straight forward or on your tray.

7. If addressed by a staff member while eating, you will sit at the position of attention and respond in the appropriate manner.

MOVEMENT OF PROBATIONERS

You must remain within posted boundaries of the facility unless specifically detailed by staff. You cannot enter the following areas of the facility, except as approved or directed/detailed by staff:

1. Food service area
2. Laundry
3. Maintenance area
4. Barber shop
5. S.A.I. store
6. Storage area
7. First Aid or physician's station
8. Nurse's station
9. Officer's station/control center
10. Boiler rooms
11. Classrooms
12. Visiting rooms
13. Out buildings
14. Administration offices
15. Other housing units

There will be no talking during platoon movements, quiet time or waiting in ranks. Talking in the barracks will be kept to a low tone and is only allowed during free time or barracks cleanup and should apply to the detail being carried out. During certain times, areas of the camp will be restricted to probationer traffic so that certain activities can take place.

You must obtain permission from your work supervisor or teacher before leaving your work or school assignment. You must stay inside camp buildings after dark, except when moving between buildings as authorized by staff. All movement will be done via platoon when possible.

Lights are out at 2200 hours. If you need to call an officer during the night, it is to be done when the officer is making his/her rounds, unless there is an emergency. You are not to leave your bunk or room after the lights are out except to use the restroom, in which case you will report to the Officer's station and request permission.

You are not to enter living units other than your own unless authorized by staff. Room or bunk changes are only authorized by an S.A.I. Shift Commander. There will be no talking after lights out!

COUNTS

Counts may be called at any time. You must report immediately to the place designated when a count is announced and stand at attention and remain there until released. At 2150 hours you will be at your room/bunk for count. When an emergency count is called, you will stand at attention at the front of your assigned bunk or room. You will remain at attention until counts are cleared. There will be no talking or moving during count.

HOUSEKEEPING AND SANITATION

Sanitation is necessary for everyone's health and safety. Whenever a large group of people live in a small area, sanitation is an issue that is vital to all. You must keep your **area of control** neat and clean at all times.

Daily unit cleanup will entail the following:

a. Sweep and mop all floors.
b. Empty waste containers.
c. Dust all surface areas.
d. Beds made.
e. All personal and state property not being used should be placed in the footlocker.
f. Other cleanup as instructed by staff.

Your bed is to be made in accordance with standards. Once beds are made in the morning, you will not sit or lay on the bed until lights out.

The interior of the footlockers will be maintained according to standards. They will be washed periodically; food is not allowed and dirty laundry will not be piled inside.

You will be shown the proper way to make your bed and how to keep your footlocker while at S.A.I. Refer to attached diagrams (attachments B and C) for your information.

Placement of pictures on walls, on the exterior of lockers, or on the desk is prohibited. A maximum of three family pictures will be allowed. Nude photos are not allowed. For room layout (see attachment D). For double bunk layout (see attachment E).

All property except outer gear will be secured in the footlocker when at work or program assignment (see attachment C). Clothing or blankets are not to be hung from the sides or ends of the beds blocking the officer's vision. Towels will be hung from the foot of the bed folded according to specifications. Outer and work gear will be stored in the wall locker (see attachment F).

Littering is prohibited.

Good personal hygiene is required. You will shower daily and be properly groomed and dressed.

You are subject to camp cleanup any day of the week. All housing units will be inspected for cleanliness and orderliness by staff daily. If your area of control is not clean and orderly, you will be told to correct those conditions immediately and will be subject to demerits.

HOUSING UNIT RULES

1. Lights out at 2200 hours.

2. Talking will only be allowed during free time or unit clean-up. If it is necessary to talk to another probationer, it will be done in a quiet tone.

3. There will no talking after lights out. You are to be in your bunk at this time so make the restroom run prior to this. If you are out of your bunk after lights out without permission, it may be viewed as a possible escape attempt.

4. Smoking is not allowed.

5. Your area of control is to be clean at all times, bed made each morning to standards, footlocker meeting the schematic plan and all surface areas clean.

6. Your name tag must be on your bunk or desk.

7. You will be awakened each morning at 0500 (Saturday, Sunday and Holidays at 0600). You will come to attention in front of your bunk or room for count and instructions.

8. Each day you will assist in the cleaning of your unit.

9. Winter boots will be removed before entering G-Unit or the new building.

10. The day room areas are only open for television viewing (news only or as directed by staff) from 1800 to 1900 hours, Monday through Friday and 1500 to 1700 hours and 1800 to 2000 hours, Saturdays, Sundays and holidays.

11. When leaving the unit be sure all your property is secured in your footlocker and your bunk or room is inspection ready.

12. You are not allowed in another probationer's room or immediate bunk area.

13. The television volume and channel will be set by staff. Any change will result in the television being turned off or other disciplinary sanctions.

SEARCHES

Your person, possessions, and area of control are subject to search at any time. You may be searched prior to leaving for and upon return from work assignments. You are expected to readily cooperate with staff when a search or shakedown is requested.

Pat Down Search (Shakedown): A search involving manual and visual inspection of body surfaces, hair, and clothing.

Strip Search: Visual inspection of the body surfaces of a person who has been required to remove all or part of his clothing for purposes of the search. This includes visual inspection of mouth, ear, and nasal cavity and entrance to the rectal cavities.

Such searches shall be conducted in a place which prevents the search from being observed by those not assisting in that search, unless an emergency requires that it be conducted immediately and there is no opportunity to move to a sheltered area. This type of search shall be performed by employees of the same sex as the person being searched, except in an emergency, in which case the search may be conducted by an employee of the opposite sex. A report to the S.A.I. Director justifying the search by a member of the opposite sex will be prepared prior to the end of that work shift.

Body Cavity Search: A search which involves intrusion into a body cavity by the person conducting the search - mouth, ears, nostrils, anal rectum and surgical stomata. It must be authorized by the S.A.I. Director only when there is a reasonable cause to believe the probationer is attempting to carry contraband within a body cavity and must be conducted by licensed medical personnel. There shall always be at least one staff member present who is the same sex as the probationer being searched.

ENERGY USAGE

Lights are turned off in the living units at 2200 hours. Lights will be turned off in your room when you are not in it.

Hot water and water usage in general should be controlled. You are expected to turn off water taps in lavatories and showers when you are done using them.

EMERGENCY EVACUATIONS

In emergency situations, you will comply promptly with staff directions. It is important that you read, understand and follow the fire evacuation plan posted in your housing unit. Fire drills are conducted at S.A.I. at least once every 90 days. When the alarm is sounded, you should close all windows and promptly leave the building by the nearest exit. You must leave the building as quickly as possible. You will assemble on the hardstand and line up according to Platoon and wait until count is clear and the fire drill is over. Fire drills are mandatory and for your safety. Fire drills may be conducted at any hour. You do not have time to fully dress, but put on what is necessary particularly in the winter. Anyone found loitering, using the bathroom or taking time to fully dress will be subject to disciplinary action.

In case of tornado or severe thunderstorm warning, you should take cover in the interior hallways or most structurally sound location within the building or under bunks in the barracks unit or as directed by staff.

MAIL

You may correspond with whomever you wish. There is no limit on the amount of outgoing mail you may send. Outgoing mail will contain your name and identification number.

There is no limit on the amount of incoming mail you may receive. All incoming mail must be clearly identified with your correct name and number. Personal checks, money orders and currency (cash money) are not acceptable through the mail and will be returned to the sender at your expense.

Packages are not allowed except for dress out clothes.

You cannot join book and record clubs. Such items received through the mail will be returned at your expense.

All outgoing mail must be sealed. Incoming mail will be opened and inspected for money or contraband prior to delivery. Upon your written notification to the Camp Commander, mail which is clearly designated as being from your attorney, the courts, or from the Legislative Corrections Ombudsman, shall be opened and inspected for contraband in your presence. Incoming mail from other probationers and correctional facilities may be read by staff.

Postage stamps and acceptable photographs can be received through the mail. No more than 40 postage stamps are permitted to be in your possession. Postage stamps can be purchased from the S.A.I. store and stamps may be taken with you upon release.

The correct amount of postage must be placed on envelopes. Mail with incorrect postage will be returned you. Postal scales are located in the Control Center.

TELEPHONE

Telephones are available for your use, collect calls only. A ten-minute monitored call is allowed once a week after your sixth week in the program. You are encouraged to handle family contacts or personal business through written correspondence whenever possible to keep family telephone expenses at a minimum.

Calls may be made seven days per week during free time. Calls are limited to the continental United States. Emergency calls can be made at other times with permission from command staff.

If staff become aware that you are causing family members or others high telephone expenses, have made threatening calls, have used the telephone to break the law, or have violated telephone rules, you will lose phone privileges.

VISITS

Visits are not allowed. The only exceptions are clergy and attorney visits which will be arranged as needed. All visits will be conducted in the visiting room. Clergy and attorneys may only bring items necessary for the case or religious services.

PERSONAL PROPERTY

You will be provided with all necessary clothing. Personal property is not allowed except for personal hygiene items, wrist watch, wedding band, three family pictures, religious materials and no more than 10 personal letters.

PROPERTY CONTROL

Contraband is any item not issued to you, purchased by you from the S.A.I. store or authorized for you to have. Possession of illegal contraband, either on you, or in your area of control will result in disciplinary action. Possession of legal contraband (items of personal property in excess of the personal limit permitted) may result in administrative action to remove you from S.A.I. or confiscation and disposal. Any questions concerning contraband should be brought to the attention of staff.

STORE OPERATIONS

The S.A.I. store is open only on weekends and holidays between the hours of 1800 and 2000. It is stocked with hygiene items and some food items. All drinks or food items must be consumed before the end of free time. An itemized list of store items will be posted on bulletin boards. The list will include the item names and prices. The store manager may limit purchases on particular items.

LAUNDRY SERVICES

The laundry schedule is:

Monday/Wednesday/Friday	All blues and socks
Tuesday/Thursday	All underclothes, washcloths and towels
Tuesday	Sheets - Platoons 1 and 2
Thursday	Sheets - Platoons 3 and 4

S.A.I. ISSUE CLOTHING AND BEDDING

You will wear only state-issued clothing while at S.A.I. You will be issued the following clothing:

Trousers, blue	4 pair
Shirts, blue	4 each
Jacket, blue	1 each
Shoes, work	1 pair
Socks	6 pair
Underwear	6 sets
Belt	2 each
Canvas shoes	1 pair
Ball cap	1 each

Additional clothing may be issued to you in the winter, to include: heavy winter coat, knit headgear, gloves, insulated pants, and insulated boots.

The following state-issued bedding will be issued to you:

Mattress (1)
Sheets (2)
Washcloths (2)
Towels (2)
Blankets (2)
Pillow (1)
Pillow Case (1)

You will be held responsible for loss or intentional damage to state-issued clothing and bedding.

WORK ASSIGNMENTS

There are a variety of job assignments. The majority of jobs are with the Public Works Division with the remainder in and around the facility. You do not have a say as to work assignments. Once assigned a job, you will perform your work in a quiet, diligent manner. Whenever it is necessary to speak, follow proper protocol and keep your conversation related to the task at hand. Those assigned to Public Works will work from 0800 to 1500 hours, Monday through Friday. All other workers will be scheduled as needed. Work is mandatory. The only exceptions will be by authorized medical staff.

At morning formation you will be lined up according to crew assignment.

EDUCATION PROGRAM

Pre-GED and GED courses are conducted between 1900 and 2130 hours, Monday through Friday. Your full attention is required in class. Your instructor's evaluation will be given to the judge.

You will be assigned to other programs such as group counseling, substance abuse, life coping skills and stress management.

RELIGIOUS SERVICES

Religious services will be 1305 - 1405 hours each Sunday or at other times as designated. Those who do not attend will have quiet time at bunks or in rooms.

FIRST AID

First aid items (bandages, aspirins, etc.) are maintained at officer stations and the nursing station.

MEDICAL SERVICES

Restricted medication will be given out at the Control Center between 0515 and 0550 hours. If you feel you need further medical attention, you must send the nurse a note asking for more medical screening. You will be called out and your problem will be evaluated. If warranted, you will be scheduled to see the doctor. Notes may be dropped in the regular mail boxes. Notes are available at the officers' stations. If given a medical lay-in, you will be transferred to the control center where you will be assigned a cot for the day. You will not be allowed in your unit during work hours.

RECREATION

During the week, you will have one hour between 1800 and 1900 hours which is considered free time, during which you may work on uniform, watch television, go to the yard (light and weather permitting) write letters, etc. Weekends and holiday schedules allow for more free time.

SUBSTANCE ABUSE COUNSELING

You will be enrolled in a substance abuse counseling program.

SUBSTANCE ABUSE TESTING

You will be tested for the detection of drugs in the following circumstances: 1) to support staff observations that you were behaving in an abnormal manner, and may be under the influence of drugs; and 2) as a result of a misconduct report where substance abuse (including possession) is involved or suspected.

Your refusal to submit to drug testing shall result in a written misconduct report and may be the basis for administrative action and possible removal from S.A.I.

DRESS CODE

The dress code will be strictly enforced. Not following the dress code may result in disciplinary action. Proper dress entails the following: tied shoes; socks; trousers, zipped and buttoned; belt through all loops, buckled with the buckle facing straight forward; shirt on, tucked in and all buttons buttoned, with the exception of the top button. A perfect Gig Line is expected! You are expected to maintain this dress code at all times, exceptions may be made by the Public Works supervisor. When outside you will wear your hat. When inside a building, you will not wear your hat. When wearing the hat, it will be square on your head with the bill straight forward. The only exception to this will be during PT.

PT AND DRILL

Daily you will be involved in physical training (PT) and drill. If unassigned during evening hours, you may also be assigned to drill. The daily schedule will give times of PT/drill. Attachment G, Close Order Drill Commands, describes drill commands and movements.

BUILDINGS AND PROPERTY

You will not alter or abuse any equipment or notices that are posted. Sitting on tables, bunks, or having your feet on chairs is not permitted. Do not adjust or tamper with the thermostats. You will be held accountable for any damages you cause.

HAIRCUTS/FACIAL HAIR

Upon arrival, you will be given a full haircut. Thereafter, your hair will be cut every two weeks on weekends. You have no choice in this. Beards, mustaches, goatees, side burns below the ear are not allowed.

AREA OF CONTROL

The phrase "**area of control**" is used in connection with several major rule violations and describing areas of responsibility. Your "area of control" includes the following: 1) your assigned room; 2) in open housing, that part of the area which is assigned to you, for example, your bed, locker and the surrounding floor, ceiling and wall space; 3) your clothing and personal property, unless these items have been reported stolen; 4) any area over which you have been assigned specific responsibility, including the area of your work or school assignment. You will be held responsible for any items (e.g., drugs, weapons) found in your possession or in these areas. Therefore, you must search your room (or work area) immediately upon being assigned that room or work area and report any items which you find to the staff.

PROBATION PROCESS AND EVALUATION

You have been placed on probation in lieu of going to prison. You have been given an opportunity to make changes in your life. If you follow the rules and regulations, you will complete the program and hopefully go on to be a law abiding and responsible citizen. While at S.A.I., your adjustment, attitude, and progress will be constantly monitored. Your adjustment will be reported at 40 and 80 days to the Probation Agent who will send a report to the sentencing judge. Keep in mind that this is not something that you can just walk through; you could end up going to prison if you fail to abide by the S.A.I. rules.

PUBLIC WORKS ORIENTATION

1. General Rules

   A. You will obey all orders given to you by the Public Works Supervisor.

   B. You have no say in what work you are assigned.

   C. You will work in a quiet, diligent manner. When necessary to speak, your conversation will deal only with the task at hand.

   D. The Public Works Supervisor carries the same authority as custody staff.

   E. When asking the Public Works Supervisor a question, you will do so in a respectful manner, coming to attention, saying "Sir or Ma'am" and then stating your question. Once your answer is received, you will not argue or complain. You will return to work.

   F. While at the work site you are likely to encounter many individuals not working with the Department. You are not allowed to speak to these people unless authorized and will not gape at visitors. You will attend to your business at hand.

   G. You will not molest or kill any animals.

   H. You will not destroy natural vegetation unless authorized.

   I. You will police the complete work area each day as well as the vehicle and buildings.

2. Shakedowns and Inspections

   A. You will adhere to the dress code at all times.

   B. You will stand inspection upon arrival at the work site and be given your work detail for the day.

   C. You are subject to shakedowns at any time and will receive mandatory shakedowns upon return to the facility.

3. Work Site

   A. The Public Works Supervisor will establish the work hours and place of such.

B. The work boundary will be defined upon arrival at the work site. Any violation of this will result in a negative case note and possibly a review by the Program Failure Board.

C. Contraband items are not allowed on crew or other materials such as cards, books, magazines, etc. The Department is not responsible for the loss of personal property.

D. Physical contact between probationers will not be tolerated!

4. Safety Requirements

A. You will wear seat belts while in transit to and from the work site.

B. You will receive instruction in the use of equipment and will be accountable for damages to the equipment.

C. You will wear all safety equipment as directed by your Supervisor.

5. Emergency Procedures

A. In all instances, the sounding of the vehicle horn with two short blasts repeatedly indicates an emergency. Assemble at the vehicle immediately with your equipment and await further instructions.

DOCUMENT TYPE	EFFECTIVE DATE	NUMBER	PAGE
ATTACHMENT A	3-1-88	S.A.I.	1 OF 5

MAJOR RULE VIOLATIONS	COMMON EXAMPLES
Escape/Absconding Leaving or failing to return to lawful custody without authorization and with the intent to remain away.	Leaving from hospital trip while housed at hospital; hiding from authorities even if still on prison property, would be attempted escape.
Felony Any act that would be a felony under state law is also a major misconduct violation. Reference must be made to the specific statutory citation in all cases where this charge is alleged.	Breaking and entering - MCLA 750.110
Homicide Causing the death of another person by any means.	
Assault and Battery Physical attack on or intentional non-consensual touching of another person, done either in anger or with the purpose of abusing or injuring another. Injury is not necessary but contact is.	Attack by one or more persons; striking with any objects; physical resistance of or interference with an employee. (Note that the victim of an Assault and Battery should not be charged with a violation of this rule.)
Threatening Behavior Words, actions or other behavior expressing an intent to injure, which intends to place another in fear of being physically harmed or assaulted; includes attack assault and battery.	Threats of sexual assault made by one probationer to another probationer; writing threatening letters to another person.

DOCUMENT TYPE ATTACHMENT A	EFFECTIVE DATE 3-1-88	NUMBER S.A.I.	PAGE 2 OF 5

MAJOR RULE VIOLATIONS	COMMON EXAMPLES
Sexual Assault Sexual penetration of or sexual contact with another person without that person's consent; non-consensual physical contact for sexual purposes.	Rape; intentional touching of sexual area (e.g., buttocks, breasts, genitals) without consent; kissing or embrace without consent of one who is kissed or embraced.
Fighting Physical confrontation between two or more persons, including a swing and miss, done with anger or intent to injure.	Fight between probationers whether with fists, broom handles, or other weapons.
Interference with the Administration of Rules Acts intending to impede, disrupt, or mislead the disciplinary process for staff or probationers.	Intimidating or tampering with an informant or witness; tampering with or destroying evidence; interfering with an employee writing probationer.
Sexual Misconduct Consensual touching of the sexual or other parts of the body of another person for the purpose of gratifying the sexual desire of either party, except that an embrace of a visitor at the beginning and end of a visit, or holding hands with a visitor during a visit, is not sexual misconduct; intentional exposure of the sexual organs to another person in a location or manner where such exposure has no legitimate purpose; imitating the appearance of the opposite sex; words or actions of a sexual nature directed at another person in order to harass or degrade that person.	Kissing, hugging, intercourse, sodomy. Intentional exposure of sexual organs when probationers know officer will be making rounds. Wearing clothing of the opposite sex. Whistling at and making sexual remarks to another person; making propositions of a sexual nature. (NOTE: Threats of sexual assault should be charged as Threatening Behavior.)

DOCUMENT TYPE	EFFECTIVE DATE	NUMBER	PAGE 3 OF 5
ATTACHMENT A	3-1-88	S.A.I.	

MAJOR RULE VIOLATIONS	COMMON EXAMPLES
Substance Abuse - Includes Marijuana Heroin/Morphine Cocaine Other Substance Drug Test Referral	
Narcotic Paraphernalia Possession, use, selling or providing to others, or being under the influence of, any intoxicant, inhalant, controlled substance (as defined by Michigan Statutes), alcoholic beverage, which is used to cause a condition of intoxication, euphoria, excitement, exhilaration, stupefaction or dulling of the system; unauthorized possession of narcotics paraphernalia; failure or refusal to voluntarily submit to testing, including but not limited to urinalyses, blood analysis, or breath testing, which is requested by the Department for the purpose of determining the presence in the probationer of any substance included in this charge.	Narcotics paraphernalia includes such items as needles, syringes, etc. (That is, items used to administer narcotics), but does not include such items as "roach clips," pipes, and cigarette papers.
Unauthorized Occupation of Room Being in another probationer's room without specific authorization from staff; being present in any room, or other walled area, with other probationers or members of the public without staff authorization.	Two probationers in a "one person" room; two probationers in a restroom stall; probationer and member of public in probationer's room or visiting area restroom.
Out of Place or Bounds/AWOL Being anywhere without the proper authorization, being absent from where required to be, breaking "Top Lock" without authorization.	"Skating" in another block; no pass or I.D. card; missing count; ("Skating" in own housing unit during the day is a minor unless on Top Lock status.) Failure to to be where required by detail.

DOCUMENT TYPE	EFFECTIVE DATE	NUMBER	
ATTACHMENT A	3-1-88	S.A.I.	PAGE 4 OF 5

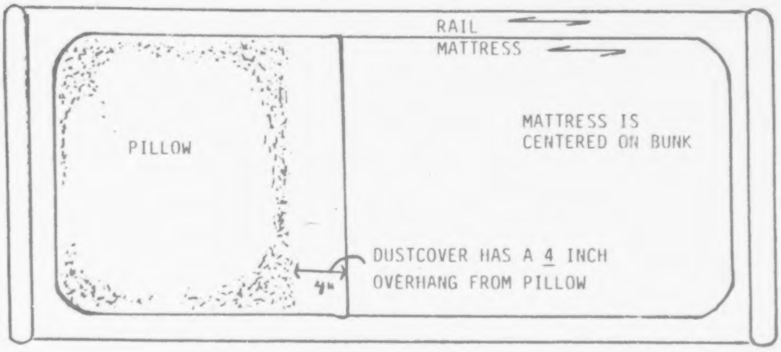
MAJOR RULE VIOLATIONS	COMMON EXAMPLES
Bribery of an Employee Offering to give or withhold anything to persuade an employee to neglect duties or perform favors.	
Insolence Words, actions, or other behavior which is intended to harass or cause alarm in an employee.	Cursing, abusive language, writing or gesture directed at an employee.
Destruction or Misuse of Property With Value of $10 or More Any destruction, removal, alteration, tampering or other misuse of property which has a value of $10 or more.	Tampering with locking device; use of door plug, destruction of property belonging to another probationer.
Possession of Dangerous Contraband Unauthorized possession of weapons, explosives, acids, caustics, materials for incendiary devices or escape materials; possession of "critical" tools and materials or dangerous tools and materials as defined by policy.	Gasoline, sulphuric acid, lye, prison-made knives, pipe bomb, rope and grappling hook, anything which is intended to be used as a weapon; screw drivers, hammers, Hobbycraft knives, if outside of authorized area,
Possession of Money Possession of unauthorized amounts of money or money from unauthorized sources. Money is defined as either cash or a negotiable instrument.	Probationers are not allowed to have money in their possession.
Creating a Disturbance Actions or words of a probationer which result in disruption or disturbance among others, but not endangering persons or property.	Excessive noise which causes other probationers to react; loud arguing in the visitor's room which disturbs.

DOCUMENT TYPE	EFFECTIVE DATE	NUMBER	
ATTACHMENT A	3-1-88	S.A.I.	PAGE 5 OF 5

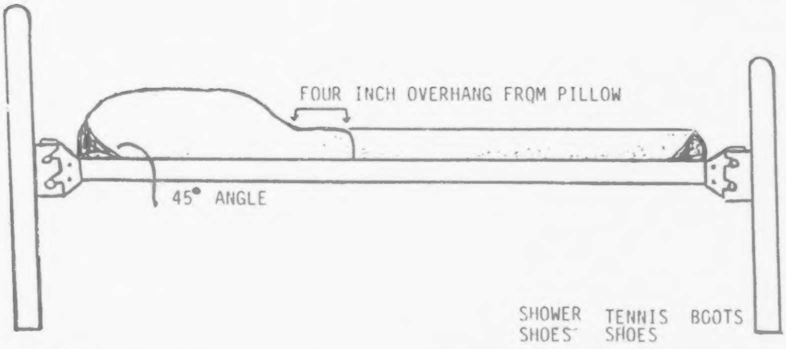
MAJOR RULE VIOLATIONS	COMMON EXAMPLES
Theft; Possession of Stolen Property Any unauthorized taking of property which belongs to another; possession of property which the probationer knows or should have known has been stolen.	
Gambling; Possession of Gambling Paraphernalia Playing games or making bets for money or anything of value; possession of gambling equipment, or other materials commonly associated with wagering.	Possession of dice or betting slips.
Disobeying a Direct Order Refusal or failure to follow a valid and reasonable order.	

#4 SAI-ATT
10-6-88df

ATTACHMENT B
TOP VIEW
DUST COVER/BUNK MAKE-UP
FOR ALL UNITS


RAIL
MATTRESS
PILLOW
MATTRESS IS CENTERED ON BUNK
DUSTCOVER HAS A 4 INCH OVERHANG FROM PILLOW
4"

ATTACHMENT B
SIDE-VIEW
DUST COVER/BUNK MAKE-UP
FOR ALL UNITS


FOUR INCH OVERHANG FROM PILLOW
45° ANGLE
SHOWER SHOES
TENNIS SHOES
BOOTS

NOTE:

1/ ALL SHOES WILL BE SEPARATED BY ONE INCH.

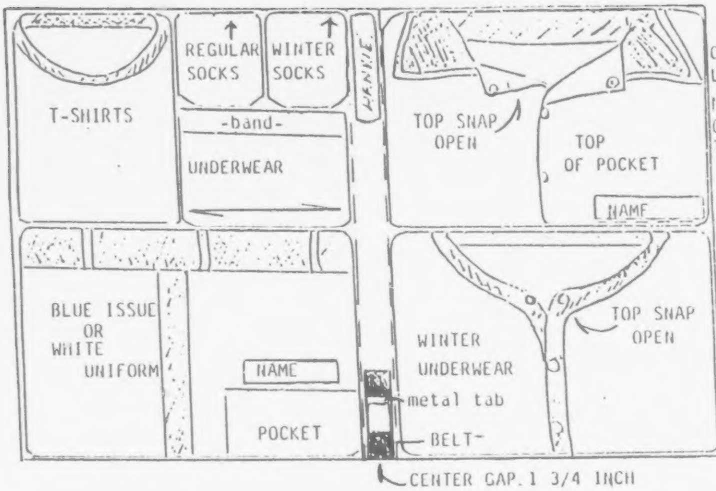
2/ IN INDIVIDUAL ROOMS, THE BED WILL BE SPACED ONE INCH FROM THE WALL.

3/ THE DUSTCOVER MUST BE REMOVED FROM PILLOW FOR LIGHTS OUT INSPECTION. IT MAY ONLY BE USED AS AN EXTRA BLANKET, OR IT MUST BE STORED EITHER ON TOP OF FOOTLOCKER OR CENTERED ON FLOOR UNDER THE BUNK (all units).

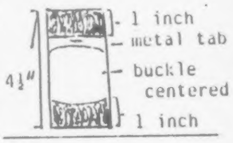
4/ SHOES- IF ANY OF THE ABOVE FOOTWEAR IS MISSING, THE REMAINING SHOES WILL BE ADJUSTED TO THE RIGHT SO THERE ARE NO EMPTY SHOE SPACES.

ATTACHMENT C
FOOTLOCKER LAY-OUT

BOTTOM TRAY


T-SHIRTS
REGULAR SOCKS
WINTER SOCKS
HANKIE
-band-
UNDERWEAR
TOP SNAP OPEN
TOP OF POCKET
NAME
BLUE ISSUE OR WHITE UNIFORM
NAME
POCKET
metal tab
BELT-
WINTER UNDERWEAR
TOP SNAP OPEN
CENTER GAP. 1 3/4 INCH

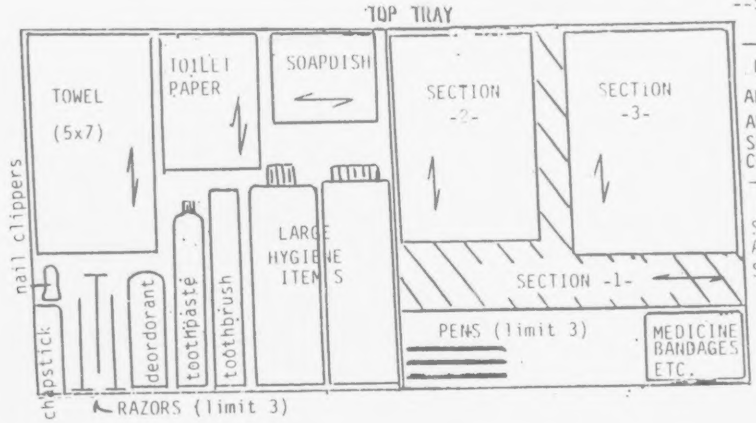
NOTE: NAMETAG ON SHIRT MUST BE IN LOWER RIGHT-HAND CORNER. COLLAR MAY BE OFF CENTERED TO ACHIEVE THIS.


4½"
1 inch
metal tab
buckle centered
1 inch

NOTE: ALL TUBES ARE TO BE ROLLED.

NOTE: HANKERCHIEF
--CLEAN ONLY
--SIZE: 1 inch by 5 inches

TOP TRAY

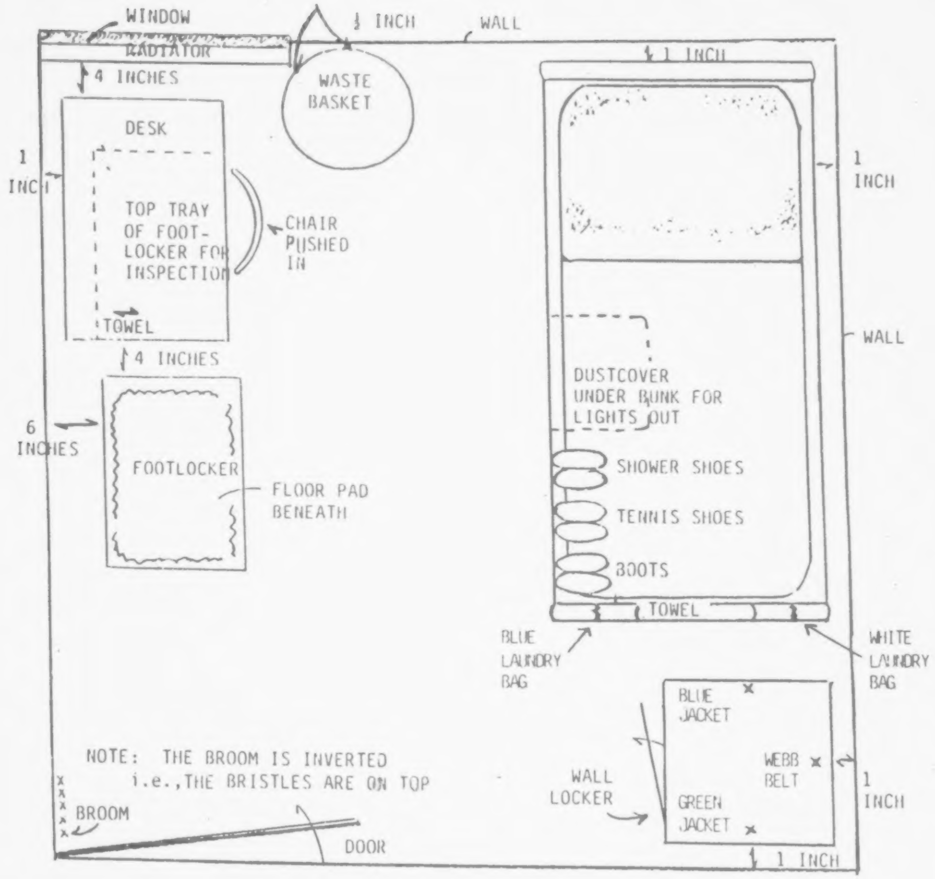

TOWEL (5x7)
TOILET PAPER
SOAPDISH
SECTION -2-
SECTION -3-
nail clippers
LARGE HYGIENE ITEMS
SECTION -1-
chapstick
deordorant
toothpaste
toothbrush
PENS (limit 3)
MEDICINE BANDAGES ETC.
RAZORS (limit 3)

NOTE:
ALL ITEMS IN CORNER AREAS ARE TO BE SQUARED SNUG TO THE CORNER.

NOTE:
STACK LIKE ITEMS IN A DESCENDING ORDER OF SIZE.

SECTION -1-	SECTION -2-	SECTION -3-
LEGAL PAD GUIDE BOOK RELIGIOUS MATERIAL (FULL SIZE) STATIONARY	BIBLE OTHER RELIGIOUS MATERIAL	UNUSED ENVELOPES MAIL RECEIVED

ATTACHMENT D
ROOM LAY-OUT


WINDOW
RADIATOR
½ INCH
WALL
4 INCHES
WASTE BASKET
DESK
1 INCH
TOP TRAY OF FOOT-LOCKER FOR INSPECTION
CHAIR PUSHED IN
TOWEL
4 INCHES
6 INCHES
FOOTLOCKER
FLOOR PAD BENEATH
1 INCH
1 INCH
WALL
DUSTCOVER UNDER BUNK FOR LIGHTS OUT
SHOWER SHOES
TENNIS SHOES
BOOTS
TOWEL
BLUE LAUNDRY BAG
WHITE LAUNDRY BAG
BLUE JACKET
WEBB BELT
GREEN JACKET
WALL LOCKER
1 INCH
1 INCH
NOTE: THE BROOM IS INVERTED i.e., THE BRISTLES ARE ON TOP
BROOM
DOOR

NOTE:

WINDOW: WILL BE CLOSED WHEN NOT IN ROOM

LIGHTS: WILL BE TURNED OFF WHEN NOT IN ROOM

NAME TAG: IS THE PROBATIONER'S RESPONSIBILITY TO SECURE TO DESK

DUST COVER: FOR LIGHTS OUT/OR INSPECTION, MAY BE CENTERED UNDER BED ON FLOOR OR USED AS AN EXTRA BLANKET

BLUE LAUNDRY BAG: (ALL UNITS) IS ALWAYS ON THE LEFT SIDE OF BED AS YOU ARE FACING END. THE TWO BAGS SHOULD HANG IN LENGTH EVENLY AND NO LOWER THAN 6 INCHES OFF THE FLOOR.

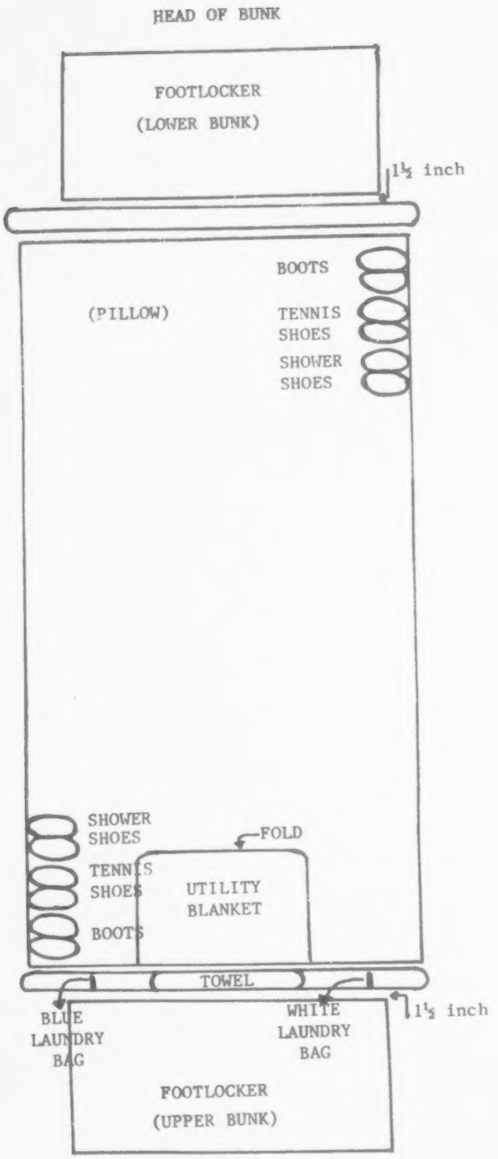
TOWEL: CENTERED WITH THE FOLD OUT.

SHOES: ONE INCH SPACING.

ATTACHMENT E

DOUBLE-BUNK LAY OUT

FOOTLOCKERS SECURED


HEAD OF BUNK
FOOTLOCKER
(LOWER BUNK)
1½ inch
BOOTS
(PILLOW)
TENNIS SHOES
SHOWER SHOES
SHOWER SHOES
FOLD
TENNIS SHOES
UTILITY BLANKET
BOOTS
TOWEL
BLUE LAUNDRY BAG
WHITE LAUNDRY BAG
1½ inch
FOOTLOCKER
(UPPER BUNK)

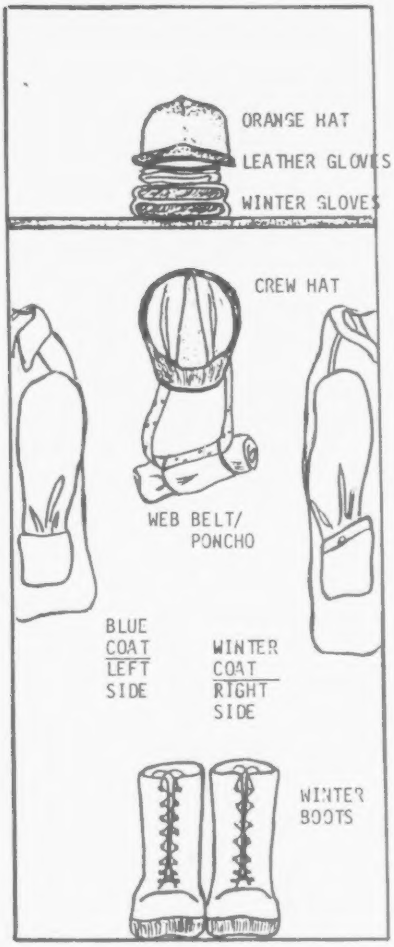
NOTE:

A/ SHOES:
- -WILL BE SEPARATED BY 1 INCH
- -ALL SHOES WILL BE LACED AND ENDS TUCKED INTO SHOE
- -IF ANY OF THE FOOTWEAR IS MISSING, THE REMAINING SHOES WILL BE ADJUSTED TO THE RIGHT SO THERE ARE NO EMPTY SHOE SPACES.

B/ TOWEL:
CENTERED ON END OF BUNK WITH FOLD FACING OUT.

C/ UTILITY BLANKET:
STORED ON BUNK, AT THE END OF THE BED, WITH FOLD OF BLANKET FACING HEAD OF BUNK.

ATTACHMENT F
WALL LOCKER LAY-OUT
ALL UNITS


ORANGE HAT
LEATHER GLOVES
WINTER GLOVES
CREW HAT
WEB BELT/
PONCHO
BLUE
COAT
LEFT
SIDE
WINTER
COAT
RIGHT
SIDE
WINTER
BOOTS

NOTE:

GLOVES: OPEN END OUT AND CENTERED ON SHELF

WEB BELT: HUNG BY BUCKLE ON CENTER HOOK. IF NO HOOK PRESENT, BELT IS STORED BEHIND WINTER BOOTS.

PONCHO: MAY BE HUNG TO DRY ON CENTER HOOK AND SECURED AT FREETIME. WHEN IS IN PLACE WITH BELT & HANGING ON HOOK, THE SEAM OF THE PONCHO FACES THE LOCKER BACK WALL.

COATS: THE SLEEVES ARE TUCKED INTO THE POCKETS. ALL BUTTONS /SNAPS ARE SECURED.

BOOTS: LACED WITH LACES TUCKED INTO TOP OF BOOT

IF THE TOP SHELF HAS BEEN REMOVED, THE ORANGE HAT AND THE GLOVES WILL BE STORED CENTERED ON TOP OF THE WINTER BOOTS.

ATTACHMENT G

CLOSE ORDER DRILL COMMANDS

1. ATTENTION: The position of attention is the basic command. Come to attention with smartness and snap at the commands - FALL IN or ATTENTION. The feet should be about 45 degrees apart with the heels together. Legs should be straight but not stiff at the knee. Hip and shoulders should be level and your chest lifted. Arms should hang naturally with thumbs along the trouser seams, with fingers joined in a natural curl. Keep your head and body erect. Look straight ahead. Mouth should be closed with the chin slightly pulled in. Stand still and do not talk.

2. FALL IN: Means to create formation in a squad or platoon (three squads or more) at the position of attention. About an arm's length between elements side by side, and from front to rear. Cover on the person in front of you.

3. STAND AT EASE: At the command of execution - EASE, move the left foot smartly about 12 inches to the left. Both legs should be straight so your weight rests equally on each foot. At the same time, join hands behind your back with your right inside your left, palms to the rear just below the belt. The right hand loosely holds the left thumb. Fingers are extended and joined. Do not move and do not talk. Head and eyes should be on the commander (or speaker) addressing the formation.

4. DRESS RIGHT DRESS: While in formation at the command of execution, DRESS, the left arm should be raised touching the tips of the fingers to the person to the left. The head and eyes should be turned to the right, dressing on the squad leader. Move right until touching the finger tips of the person on the right with your right shoulder. Remain in this position until the command - READY FRONT is given. READY FRONT means to drop your arm and turn your head and eyes back to the front. The arm or hand should not slap the leg. This brings you back to the position of attention and aligns you with the squad leader or (number 2 person) whichever applies. After this, the command OVER should be given, which means to cover on the person in front of you.

NOTE: DRESS RIGHT DRESS, READY FRONT and COVER should all be given simultaneously to align a squad or platoon. If more than one platoon, the 2nd and the 3rd platoons dress on the first platoon.

5. PARADE REST: Just like stand at ease only head and eyes are straight to the front.

6. AT CLOSE INTERVAL DRESS RIGHT DRESS: This is the same as the above except at close interval. Instead of full arms length, the palm is placed on the left hip with the point of the left elbow touching the right arm of the person to the left.

7. AT EASE: The command is AT EASE, stated together as the command of execution. At the command, keep your right foot in place. You may move about, but must not talk. You may also be given this command when not in ranks; in this case, it means cease talking but continue whatever you were doing before the command.

8. REST: At this command, you may move and talk; however, keep your right foot in place.

9. FALL OUT: The command is FALL OUT, stated together as the command of execution. At the command, leave your position in ranks but remain nearby (within hearing distance). When FALL IN is given, go back to your place in ranks and come to attention.

10. RIGHT (LEFT) FACE: Facing movements are two count movements.

    A. RIGHT FACE is a two count movement.

        1. At the command, FACE, raise your left heel and right toe slightly. Turn to the right on your right heel and left toe. Keep your left leg straight but not stiff.

        2. On count two, place the left foot smartly beside the right foot and stand at attention in the new direction.

    B. LEFT FACE is executed in the same manner as above but in the other direction.

11. ABOUT FACE is a two count movement.

    A. At the command ABOUT, shift your weight to your left leg without noticeable movement.

    B. On count one, at the command FACE, place your right toe half a foot length behind and slightly to the left of your heel. Do not change the position of your left foot. Rest most of your weight on the left heel.

C. On count two, turn smartly to the right until facing rear. The turn is made on the left heel and ball of the right foot. Your right toe was placed properly in the beginning.

12. FORWARD MARCH: (Quick time) At the command, FORWARD, shift your weight to the right leg without noticeable movement. On command of execution, MARCH, step off smartly, left foot first, and walk straight ahead with 30 inch steps. Swing your arms easily in their natural arcs, 6 inches straight to the front and 3 inches to the rear. Do not overdo movements and do not march stiffly.

13. HALT: The command is SQUAD or PLATOON, HALT. HALT is the command of execution and can be given when either foot strikes the ground. While marching at quick time take one more step after HALT. Bring the rear heel forward against the other.

14. MARK TIME MARCH: The command means to march in place at quick time. It may be given as either foot strikes the ground.

A. When halted:

1. On the command MARK TIME, shift your weight to your right leg slightly without noticeable movement.

2. On the command of execution MARCH, beginning with your left foot, then alternating, raise each foot so that the ball of the foot is approximately 2 inches and the heel is approximately 4 inches from the deck at the cadence of 120 steps per minute. At the same time, swing your arms naturally as in marching.

B. When marching at quick time:

1. On the command MARCH, take one more 30-inch step as if coming to a halt.

2. Bring your heels together. Begin marking time without loss of cadence with the opposite foot.

C. To resume the march at quick time, the command is FORWARD MARCH.

1. On the command MARCH, take one more step in place.

2. Step off with a 30-inch step.

15. COLUMN RIGHT MARCH

A. Squad

1. From the halt, the command to place the squad in motion and simultaneously change the direction of march 45 degrees or 90 degrees is COLUMN RIGHT (LEFT), MARCH or COLUMN HALF RIGHT (LEFT), MARCH. On the command of execution, MARCH, the lead man faces to the right/left or half right/left in the commanded direction and marches in the new direction. All other men march forward and pivot to the right/left on the ball of the lead foot and step off in the new direction. As the men approach the turning point, they shorten or lengthen their pivot step as necessary to turn at the approximate point that the lead man turned.

2. To change the direction of march when marching, the preparatory command is given as the foot in the desired direction strikes the ground and the command of execution, MARCH, is given the next time the foot in the desired direction strikes the ground. On the command of execution, MARCH, the lead man takes one additional step, turns in the commanded direction as the pivot foot strikes the ground, and continues to march in the new direction. Other men continue to march forward and execute the pivot as prescribed.

16. REAR MARCH: To march in the opposite direction, the command is REAR MARCH. The preparatory command, REAR, is given as the right foot strikes the ground. The command of execution, MARCH, is given the next time the right foot strikes the ground. On the command of execution, all men take one more step with their left foot, pivot on the balls of both feet, turning 180 degrees to the right, and step off in the new direction. Do not allow the arms to swing outward while turning.

17. INCLINE TO THE RIGHT (LEFT) MARCH: The lead member changes direction as directed and continues to march in the new direction. All other members continue to march forward and turn at the approximate point as the lead member. To avoid an obstacle in the path of march, the squad leader directs INCLINE AROUND. The lead person inclines around the obstacle and reestablishes the original direction. All other squad members follow the lead member.

18. RIGHT (LEFT) FLANK MARCH: The preparatory command is given as the foot in the desired direction strikes the ground and the command of execution is given the next time the foot in the desired direction strikes the ground. On the command

of execution, MARCH, all members take one more step, turn in the commanded direction of march, and step off in the new direction with the trailing foot. As the squad members begin to march in the new direction, they glance out of the corner of the eye to dress to the right.

19. OPEN RANKS, MARCH: Must be executed when the platoon is at the half position. On the command of execution MARCH, the front rank takes two steps forward, the second rank takes one step forward, the third rank stands fast, and the fourth rank takes two steps backward. As quickly as the movement is executed each squad immediately without command assumes the position of DRESS RIGHT DRESS. The Drill Commander will align the squads and give READY FRONT and COVER.

20. CLOSE RANKS, MARCH: In the command of execution, MARCH, the first rank takes four steps backward, the second rank takes two steps backward, the third rank stands fast, and the fourth rank takes one step forward. As quickly as the movement is executed each squad immediately without command assumes the position of DRESS RIGHT DRESS. The Commander will align the squads and give READY FRONT and COVER.

NOTE: Under normal Drill the position of DRESS RIGHT DRESS would not automatically be assumed. For our purposes it will be done as described in 1 and 2.

21. RIGHT TURN, LEFT TURN AND ABOUT TURN, MARCH: May be given while at the halt or while marching. At the command of execution MARCH every member of the unit begins marking time and slowly turns together in the new direction, paying particular attention to their dress and alignment.

22. COUNTER COLUMN, MARCH: This command is used when space is limited and the Commander wants to march his unit in the opposite direction, with the squad leaders at the head of their squads. From the halt, at the command of execution, MARCH, the first squad marches forward three steps, executes a column right, marches across the front of the platoon, and execute another column right just beyond the fourth squad. The second squad steps forward one step, executes a column right, marches forward, and executes another column right between the third and fourth squads. The third squad executes two short column lefts from the halt and marches between the remainder of the third squad and the second squad. The fourth squad marches forward two steps, executes a column left, marches across the front of the platoon, and executes another column left between the first and second squads. As the third squad leader marches past the last man in the third squad, he and his squad begin to march at the half step. After marching past the last man in each file, all other squads incline to the right and left as necessary, obtain normal interval or